

CREATING A NEW AGENDA

for the Care and Treatment of
San Francisco's Youthful Offenders

• A MODEL PROGRAM •



prepared for the

SAN FRANCISCO JUVENILE COURT

by

JEFFERSON ASSOCIATES
and
COMMUNITY RESEARCH ASSOCIATES

April 1987

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in association with

Patrick Sullivan Associates
Rudolph Fehr, P.E.
David K. Low & Associates, Inc.
BETA Associates
Joseph R. Rowan
Charles J. Kehoe
Jeff Mitchell, M.D.
Robert B. Rutherford, Jr., Ph.D.
Stan Gentle
Gabriel-Roche, Inc.

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INTRODUCTION

Our City's history of providing care for juvenile offenders has been marked by lack of consensus and procrastination. Although youth services have improved dramatically since the days when delinquent youths were committed to the care of sea captains and labor camps, changes have been slow and protracted.

The current environment, however, differs markedly from earlier times. A bold consensus has emerged from both the public and private sectors that promises to give top priority to meaningful reform in the juvenile justice system. In an effort to capture this momentum and to capitalize on recent gains made at the Youth Guidance Center, the Superior Court and the Juvenile Probation Department, in conjunction with the Mayor, are working to develop a new agenda to address the problems of troubled youths. Their initiative led to a national search for professional services to help the City develop a state-of-the-art program for the Juvenile Court's future and design a facility that would complement the new program.

The following is the product of seven full months of cooperation and commitment among City officials and agencies, community participants and nationally renowned experts in the field of youth offender services and facilities.

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PURPOSE

The purpose of this report is twofold. The first is to develop a program which embodies the principles of least restrictive intervention consistent with public safety, community involvement, family integration, and a continuum of flexible, individualized services which meet the diverse needs of troubled youths in San Francisco. The second purpose is to identify general design concepts which will ensure that the facility that houses youth offender services support the needs of the program.

SCOPE OF THIS STUDY

This report culminates the first of two phases in the San Francisco Juvenile Probation Department's efforts to improve services to juveniles at the Youth Guidance Center. Phase I involves a needs assessment which may lead to the design of a new facility and/or remodeling of existing facilities.

The overall scope of the study falls under two parts: Program Needs Assessment and Facility Needs Assessment. The two assessments have been combined into one document to stress the importance of basing facility design on the functional needs of program service delivery. In the past, much emphasis has been placed on improving the facility while fundamental flaws in service delivery have been often overlooked.

As such, the two studies are separate and distinct. Program Needs Assessment provides a snapshot of San Francisco's youth offender population and describes the policies and practices that serve them, and offers action-

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oriented recommendations to create a model program. On the other hand, the Facility Assessment presents findings resulting from an architectural and engineering evaluation of existing structures and systems. A detailed design program of facility alternatives will be included in a separate report to be issued subsequent to this Needs Assessment.

FINDINGS AND RECOMMENDATIONS

-- PROGRAM ASSESSMENT

Our findings and conclusions reflect a balance of the often competing interests of the Department and the community it serves. While our assessment found the best interest of the youths and their families to be the dominant theme among most of the people we interviewed, there exists general disagreement about how this should be achieved. Issues of particular dispute are the extent to which secure confinement should be used by the Department, the appropriate role of community resources in the rehabilitation of troubled youths and their families, and the allocation and control of public funds in providing supervision and treatment services.

The approach used by the planning team was based on the development of a comprehensive database of statistical information regarding youths referred to the Department and perspectives gained through personal interviews with over 200 Departmental personnel, citizen advocates, public and private service providers, elected and appointed officials, and youths and parents involved in the juvenile justice system. Of particular importance were the perspectives provided by the Department-wide Employee Attitude Survey and

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the twenty-three member citizens advisory committee which worked with the planning team throughout the survey period. The conceptual options presented in this report are based on this information as well as the considerable insight gained from past studies and evaluations of the Youth Guidance Center and the national literature on juvenile justice and delinquency prevention. In the final analysis, however, the conceptual options represent the collective professional judgment of the planning team.

The new agenda envisioned for the Department focuses on these and other related issues and provides specific, practical recommendations for action. Several overall findings and conclusions pervade our subsequent recommendations.

Overall Findings and Conclusions

- (1) The Department must adopt a posture that change is a dynamic process. Situations must be stated, monitored, evaluated over time and restated on a continuing basis to reflect changing political, economic, legislative, demographic and technological realities.
- (2) The use of committees, task groups, and other participatory modes of implementation will help to repair the deteriorated lines of vertical and horizontal communication which severely cripples the Department.
- (3) An unnecessary and often counterproductive overreliance on secure confinement exists at the Youth Guidance Center. Institutional

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- and attitudinal barriers prevent the program from achieving a constructive balance between treatment and custody orientations.
- (4) The staff at the Youth Guidance Center are competent, committed career professionals, but they are frustrated and often demoralized. Their willingness and commitment to embrace the new roles and perspectives envisioned in the new agenda will largely determine its success or failure.
 - (5) The community is energetic and rich in imagination, resourcefulness and human resources and is committed to helping troubled youths at the family and neighborhood level. The range of services available and the community's continued willingness to work in partnership with the Department is critical to the implementation of this plan.
 - (6) Institutional limitations impose perhaps the greatest barriers to actualizing program reform. Responsibilities and resources must be shared and services coordinated before community resources can be fully utilized to serve the specific treatment needs of youth.
 - (7) Finally, and perhaps most importantly, we found public protection and offender accountability to be pervasive beliefs strongly held by virtually everyone we interviewed; particularly in the high crime neighborhoods where victimization is the greatest. Closely associated with these beliefs was the often-stated opinion that the citizens of San Francisco have surrendered their responsibilities for dealing with troublesome young people to law enforcement and the courts. We perceived a widespread and genuine

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citizen interest, given adequate resources and support, in reestablishing neighborhood responsibility for building the bridges between troublesome youths and the societal institutions which will, in the long run, determine success or failure: families, schools, jobs.

The intense and widespread interest in the operations of the Department suggests a presentation which moves from a general to specific delineation of information. As such we have opted to group our findings and recommendations in nine rather general areas dealing with mission, personnel, conditions of confinement, contracting for youth services, intake, detention, corrections, research and information, and a strategy for implementation. A list of these recommendations is provided below.

Values, Mission, Policies and Procedures

- (1) Establish a committee to undertake a long term effort to develop a Departmental mission statement.
- (2) Give top priority to the development of values, mission, policies and procedures.
- (3) Fill the currently vacant Assistant Chief Probation Officer position and give that person primary responsibility of developing Departmental values, mission, policies and procedures.

- (4) Set aside funds to undertake the accreditation process and acquire the periodic services of appropriate consultants to assist as needed.
- (5) Create a new position of quality control manager to assist the Assistant Chief Probation Officer in the developmental and implementation process.
- (6) Implement a revised system of formal communication throughout the Department.
- (7) Develop a Departmental newsletter.
- (8) Formally invite constructive criticism and critiques from staff to the Chief Probation Officer.

Personnel and Staff Development

- (1) Establish a committee to develop a comprehensive training plan.
- (2) Provide all new detention counselors with forty hours of basic training and eight hours of on-the-job orientation under the supervision of a senior detention counselor.
- (3) Support the position of training officer with adequate clerical services, the designation of specific training space, and adequate audio-visual equipment and supplies.
- (4) Reduce the number of temporary employees for administrative and line staff.
- (5) Adopt and implement the job performance standards established by the state-sponsored standards in training and corrections.

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- (6) Establish a committee to review current employment practices and accelerate efforts to recruit minority detention counselors and probation officers.
- (7) Establish a new professional staff position of community liaison and public information officer.
- (8) Establish an ombudsman program under the aegis of the Juvenile Justice Commission.

Conditions of Confinement

- (1) Assure that, wherever practical, the activities of the Youth Guidance Center are conducted in a coeducational manner.
- (2) Create a predictable full day schedule for all youths in residence at the Youth Guidance Center.
- (3) Finalize and implement policies and procedures on discipline and grievance matters as soon as possible.
- (4) In conjunction with the Department of Parks and Recreation, proceed with its development of a plan and schedule for large muscle and passive leisure activity.
- (5) Encourage increased contact visitation in normal settings by residents with parents and siblings.
- (6) Improve the current educational program for youths in residence and bring the program into compliance with the Federal Education for All Handicapped Children Act of 1975.
- (7) Improve current health services for youths in residence.

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- (8) Develop and implement an effective behavior management program for all youths in residence.
- (9) Develop an effective security classification system based on a comprehensive intake assessment.

Contracting for Direct Services

- (1) Develop, enter into, monitor, and evaluate a master contractual agreement with a private community agency to assess the needs of referred youths on a periodic basis and provide a variety of direct services.
- (2) Establish a new professional staff position of contract developer and evaluator.
- (3) Appoint an advisory council to guide and advise the Department on activities related to the master contract.
- (4) Request the master contractor to develop direct services for use by intake, detention, and probation personnel of the Department.

Intake Decisionmaking and Diversion

- (1) Establish Youth Service Centers in the Mission and Bayview Hunter's Point Districts.
- (2) Develop the capacity to provide some level of risk and needs assessment and a plan of action for all youths referred to a youth service center or the Youth Guidance Center.
- (3) Establish a pick-up order registry and assign personnel to follow up every order, including contact with the school and parent.

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Detention Decisionmaking and Supervision

- (1) Promulgate detention decisionmaking guidelines and establish a validation process for periodic review and revision of the guidelines to meet Department goals.
- (2) Develop, under the master contract, thirty to forty slots for supervision and support of youths who are released to their own homes awaiting court appearance.
- (3) Develop twenty to thirty nonsecure residential beds through the master contract to provide care and custody for those youths who do not require secure detention but are unable to return to their own homes immediately.
- (4) Discontinue the use of the West Portal Receiving Center once the master contract is in place and capable of providing alternative nonsecure, residential programs for status offenders in their own neighborhoods.

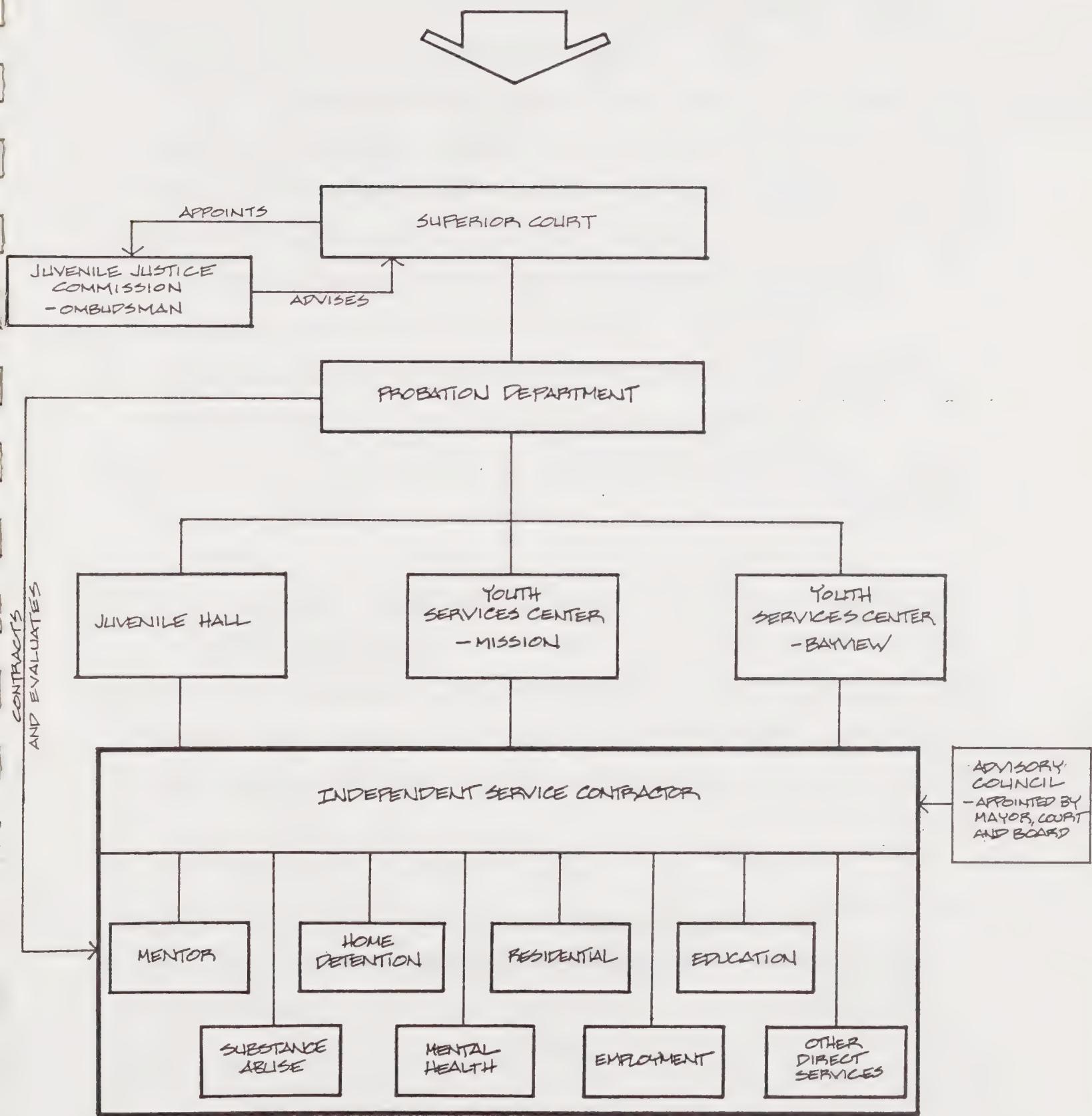
Correctional Decisionmaking and Supervision

- (1) Establish a committee to implement a classification and case management system.
- (2) Give serious consideration to adopting the principles of the OJJDP Community Reintegration Model approach to serious and violent offenders for selected youths currently committed to the youth Guidance Center and the Log Cabin Ranch.
- (3) Close down the B-1 program as other correctional programs approaches are established for youths in their own neighborhoods.

Research and Information System

- (1) Establish a committee to review and make recommendations on the current information system.
- (2) Develop over the long term, the Developmental information system into one capable of systemwide evaluation.
- (3) Provide an additional full-time professional committee staff position.

MODEL PROGRAM FOR THE
SAN FRANCISCO JUVENILE PROBATION DEPARTMENT



EXECUTIVE SUMMARY

--FACILITY ASSESSMENT

The Facility Assessment is a comprehensive analysis of all current physical conditions existing at the San Francisco Youth Guidance Center (YGC). Experienced licensed architects, planners, and structural, electrical and mechanical engineers have reviewed all available drawings, specifications and reports regarding the current physical conditions of the Youth Guidance Center facility. We have toured the buildings and grounds on many occasions and have discussed specific critical aspects of the systems comprising the YGC with present and past engineers responsible for maintaining these systems. We have reviewed anticipated future work with the San Francisco Bureau of Architecture and coordinated our findings to produce a comprehensive assessment.

Throughout our investigations, we have inventoried all data prior to analysis so that study findings can be used for any future remodeling schemes. Also, appropriate standards have been reviewed in the case of Juvenile Hall. Our evaluation of the facility's adequacy, efficiency and ability to meet user needs has prevented the scope of these reviews from being purely technical.

Site Constraints

- (1) The current site is remote from the majority of youths served by the Juvenile Court.
- (2) The YGC site is subject to strong winds, fog and rain.

- (3) Access by car is difficult due to heavy continuous traffic along 4-lane Woodside Avenue from 6-lane Portola Drive.
- (4) The site's topography is very steep. Grade elevation drops almost 200 feet from northeast to southwest.
- (5) The 14-acre site is too small for its current use, thereby greatly limiting its potential for remodeling.
- (6) Most of the site has a 40-foot height limit which would require a variance to be exceeded.
- (7) The perimeter of the site is zoned Open Space, OS, and would require a variance to allow buildings or structures to encroach upon it.
- (8) The site is located in a Special Sign District, SSD-3, because Portola Drive is designated as a scenic street. This limits the possibilities for reuse.
- (9) No outdoor sodded playing field is provided and only one outdoor hard surface play field exists.
- (10) 131 legal parking spaces currently exist on the site ; an estimated 300 are required. Many employees and most visitors now park down the hill along Woodside or on Ulloa, Idora or one of the nearby residential streets.

Planning Standards - Issues, Options and Recommendations

The current physical condition of the San Francisco Youth Guidance Center was evaluated based on state and national planning standards established for juvenile detention facilities. The California Youth Authority, CYA, the

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American Bar Association, ABA, and the American Correctional Association, ACA, standards are referenced throughout the report.

The following improvements are needed based on the standards:

- (1) The YGC facilities do not meet current state and national standards for fire and life safety. The CODE REQUIREMENTS and MECHANICAL AND ELECTRICAL SYSTEMS sections of this report outline specific actions that must be taken in order to achieve code compliance.
- (2) Due to the size and natural slope of the present site, no playing field is available. One of the highest facility priorities should be the provision of enlarged outside play area for detained youths.
- (3) Without outdoor playing fields and recreation yards, interior recreation space must be increased.
- (4) The physical appearance of the facility should create a positive "rehabilitative" atmosphere. Appropriate use of color, acoustical treatment and views to the outside should be considered.
- (5) Where appropriate, opportunities should be provided for common activities shared by boys and girls.
- (6) Separate visiting and interview rooms should be provided.
- (7) Limited use of isolation rooms should be a part of the treatment program.
- (8) Receiving unit should have access to toilets, telephones, drinking fountains and snacks. The perception of an open, less confining space should be created within a secure perimeter.

- (9) Two different room sizes are felt to be appropriate in this facility. Short-term, nonadjudicated youths should be housed in single bedrooms 70 square feet in area. Adjudicated youth, or long-term residents, should be housed in separate living units. This room size can vary; however, 100 square foot rooms provide greater flexibility for comfort and use.
- (10) The smaller, more secure, short-term bedrooms should be equipped with a toilet and lavatory. The larger, less secure, long-term bedrooms should share common, central sanitary facilities.
- (11) Current heating controls are inadequate to maintain comfortable levels of temperature and humidity as required by all standards. Light fixtures should be provided for B5 cottage bedrooms.

Code Requirements

Many existing conditions do not meet current San Francisco Building and Fire Code Requirements. Handicapped accessibility and energy conservation requirements included in the California Administrative Code Title 24 are also unmet. These requirements were not in existence when the facility was constructed. However, they are enforceable at the City Building Inspector's discretion and would be triggered by a complete remodeling of the present facility, though perhaps not by \$2.5 million worth of repairs. Recommended improvements include fire sprinkler, detention, notification and alarm systems, additional artificial light and mechanical ventilation, handicapped accessibility and energy conservation measures.

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Structural/Seismic Problems and Needed Repairs

A thorough mathematical analysis has been completed of the lateral load resisting ability of all structures. Earthquake (seismic) factors governed over wind loads. A number of specific areas were identified which did not meet code requirements.

- (1) Several timber beams are severely checked, horizontal cracks caused by improper drying, throughout the full length of the member. These beams should be reinforced with plywood gusset plates and nailed to each side of the beam.
- (2) **Gymnasium.** Even though the design calculations show adequacy, we would expect major damage during a strong earthquake. We recommend removal of the roof and the addition of 1/2-inch thick plywood to create a roof diaphragm then re-roof. Additionally, there is need for structural reinforcing of large upper window areas.
- (3) **Service Building.** The irregularity of the building makes it difficult to predict the performance during a major earthquake. Supports need to be provided under discontinued shear walls.
- (4) **Cottage B5.** Short columns stubs such as those in this cottage have performed poorly in recent earthquakes. The diaphragm of the high roof may not perform adequately during a strong earthquake.
- (5) **Two Crafts Buildings.** In these buildings the lateral load resisting system is irregular with little redundancy. During a strong earthquake severe cracking has to be expected. We recommend that the sill wall be strengthened with gunite applied to the exterior.

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- (6) **Corridors.** Buttresses need to be provided along the exterior walls to give additional support to the roof.

Mechanical and Electrical Systems

City utilities supply more than adequate amounts of electrical power, natural gas and potable water to serve the current and projected needs of this facility. Sanitary and storm sewer connections are ample. Problems with various distribution systems are discussed in the body of this report. Recommendations are included which limit maintenance and repair costs and improve efficiency and quality.

- (1) The present heating plant consists of inefficient high pressure steam boilers.
- (2) The cottages' radiant heating system is difficult to repair because the copper tubing is embedded in concrete floor slabs. This copper tubing heating system should be replaced by a ducted forced air system installed above ground.
- (3) Heating controls are inefficient.
- (4) No rooms in which youths are allowed have been identified as containing asbestos. However, four specific areas have been identified as containing asbestos. All asbestos should either be removed or encapsulated by a contractor who is trained and equipped for proper asbestos abatement.
- (5) Replacement parts are no longer available to repair the original plumbing fixtures. All of the current flush toilet devices in Juvenile Hall should be replaced with vandal-proof type flush valves. All

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lavatories and other toilets throughout the facility should be replaced with new heavy-duty institutional fixtures.

- (6) Current laundry equipment is in poor condition and is barely adequate to serve the needs of Juvenile Hall.
- (7) Although no fire sprinklers or automatic fire detection, notification and alarm system was required by code when the facility was designed, we recommend retrofitting all existing buildings with fire sprinklers and automatic fire detection, notification and alarm systems to comply with the Uniform Fire Code and the National Fire Protection Association requirements. We also recommend that each bedroom door be retrofitted with an electric lock to allow central pushbutton release in case of emergency.
- (8) It is critical that planning for a complete computerized office information system occur prior to any large-scale work on the electrical power and distribution systems.
- (9) Few existing convenience receptacles are grounded. The number and spacing of outlets does not meet current planning standards. We recommend that the number of electrical outlets be doubled and that the new outlets be grounded.
- (10) Electrical outlets in toilets, kitchens and outdoor areas should be replaced with ground fault interrupter, GFI, outlets to comply with code requirements.
- (11) There is no emergency electrical generator. This presents a major safety hazard to confined youths especially during a fire, when lighting of exitways would be critical.

- (12) Ambient lighting levels throughout the facility are too low.
- (13) The present means of lighting bedrooms in Cottage B5 should be replaced with in-room fixtures able to provide adequate levels of ambient and task lighting while remaining safe and secure.
- (14) We recommend a 50 foot-candle level of light be available from a single point source mounted over the bed.
- (15) The Juvenile Probation Department should continue to pursue replacement of the original central telephone switchboard with a new AT&T system.
- (16) Repairs are necessary to elevator door controllers to minimize the occurrence of passengers trapped in elevators.
- (17) It is estimated that the cost of the mechanical and electrical repairs alone would be approximately \$2.5 million.

User Problems and Needs

- (1) Current lighting levels for employees and detained youths do not meet recommended state code standards. By replacing incandescent fixtures with fluorescent, lighting levels should improve to an adequate level while costing less to operate.
- (2) Identification and directional signage throughout the facility should be improved. Related areas such as courtrooms and waiting areas should be clustered. Courtrooms should be grouped next to a single public entrance where a graphic directory and staff information desk would help orient visitors.
- (3) Recognizable landmarks visible while circulating through the building are needed to improve accessibility.

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- (4) Prime office space on the east side of the first floor of the Administration Building is currently underutilized. The laundry room occupies over half of this space. Available space under the cafeteria would be better suited for storage thereby making this quality space available for better use.
- (5) Four important user groups are currently housed in a separate building and need to be relocated into the main Administration Building for efficiency. The four users in question are the Department of Social Services, DSS, Court-Appointed Special Advocates, CASA, Juvenile Justice Commission, JJC, and the Information Services Division of the Juvenile Probation Department.
- (6) A central school should be established and isolated classrooms reused for interior recreation.
- (7) Loading dock, storage, kitchen and dining facilities should be on a common level.
- (8) Public waiting areas should be enlarged and an acoustical separation made between waiting rooms and courtrooms.
- (9) Detained youths should not be visible by the public from the time they leave their bedroom until they reach the holding room adjacent to the courtroom in which their case will be heard.
- (10) A central multi-purpose room should be provided for visiting away from the living unit. Interview rooms should be provided in the Juvenile Hall administrative offices which meet legal requirements for privacy.
- (11) Janitorial service should be provided to all City employees.
- (12) Basic repairs should be made in a timely manner.

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Summary of Recommendations

The following prioritized listing of current problems, needs and concerns identified through this assessment will form the basis of the **FACILITY DESIGN OPTIONS** to be issued subsequently. Priorities assigned to specific line items may change as we continue to evaluate and design solutions for these problems. Other items may now be omitted which will become evident in a particular design scheme. It is difficult to create a scale of priority within safety, health, adequacy, efficiency and comfort, so that the order of this list loses some meaning within each major category.

Safety

- 1 Structural repairs are necessary to prevent the buildings from collapsing during a strong earthquake.
- 2 Provide a smoke detection system to be integrated with the current fire alarm system. Provide a central fire alarm notification panel.
- 3 Revise doors and windows and provide fire dampers necessary to satisfy code requirements for protected openings.
- 4 Revise doors, add handrails and exit signs necessary to satisfy code requirements for safe means of egress.
- 5 Test fire hydrants.
- 6 Provide procedures and practice emergency exiting.
- 7 Connect a pushbutton call station in each judge's or commissioner's chamber and bench to Taraval Police Station.
- 8 Eliminate blind corners enclosing outdoor recreation areas.
- 9 Limit public to one entry and access to only one floor of the Administration Building.
- 10 Provide private chambers with a secure entrance for all judges and commissioners.
- 11 Provide a bailiff for every courtroom.
- 12 Provide vision panels in hold room doors.
- 13 Vehicular exiting.
- 14 Test emergency generator.

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Health

- 15 Abate asbestos in all but mechanical areas.
- 16 Provide emergency medical supplies in each building within the secure area.
- 17 Relocate medical clinic to within the secure area.
- 18 Create street level access to Juvenile Hall for emergency vehicles.
- 19 Eliminate "cold" rooms in cottages Provide adequate mechanical ventilation in Juvenile Hall.
- 20 Use outdoor recreation areas daily.
- 21 Maintain sewer and storm drainage systems.

Adequacy

- 22 Provide staff lounge separate from administrative offices.
- 23 Provide 75 to 150 additional parking spaces.
- 24 Make all areas handicapped accessible.
- 25 Replace central radiant heating system with decentralized forced air units.
- 26 Replace all plumbing fixtures.
- 27 Increase lighting levels throughout the facility.
- 28 Increase lighting level to 50 footcandles in bedrooms.
- 29 Replace all incandescent lighting with fluorescent in the Administration and Service Buildings.
- 30 Replace telephone system.
- 31 Limit each cottage to a maximum 14 bedrooms.
- 32 Provide toilets in some bedrooms.
- 33 Provide an interview room within each cottage.
- 34 Abandon B-5 cottage due to undersized bedrooms.
- 35 Provide two 10,000 square foot paved outdoor recreation areas.
- 36 Provide one soccer field.
- 37 Establish coeducational activities such as school, recreation, chapel, visiting and dining.
- 38 Provide a central visiting area separate from the cottages.
- 39 Provide isolation rooms at the receiving unit.
- 40 Improve janitorial service.
- 41 Improve basic maintenance schedule.
- 42 Increase size of public waiting areas.
- 43 Allow youths to walk from their bedrooms to the court holding rooms without passing through public areas.
- 44 Increase the size of the offices of the City Attorney, County Clerk, District Attorney, Department of Social Services, Medical Clinic and Public Defender.
- 45 Insulate all habitable buildings to meet current energy regulations.
- 46 Provide separate waiting rooms for prosecution and defendants.
- 47 Bedroom doors should be able to be locked by youths from the inside.
- 48 Provide a staff training center.
- 49 Provide a central law library.

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- 50 Relocate all courtrooms to be adjacent to single public entrance.
- 51 Upgrade electrical power distribution system.
- 52 Relocate court rooms to within the secure area.
- 53 Provide visual supervision into all bedrooms from a central counselor's desk.
- 54 Rezone Administration Building to alleviate extreme temperatures.
- 55 Eliminate constricted, steep or too tight turning radii vehicular entrances.
- 56 Provide more outdoor recreation space.
- 57 Improve Bakery oven venting.
- 58 Improve Kitchen heating and exhaust systems.
- 59 Rehabilitate 5 elevator doors and add handicapped signage and controls.
- 60 Provide additional storage for youths' personal belongings.
- 61 Redecorate all interior spaces to reflect a positive atmosphere as "home-like" as possible.
- 62 Provide interior directional signage.
- 63 Remodel interior of Administration Building to provide views to the exterior for orientation.
- 64 Increase number of public telephones.
- 65 Provide a controlled library within the central classroom facility.
- 66 Prevent the public from any visual contact with Juvenile Hall to ensure confidentiality.
- 67 Relocate mechanical units from rooftops and utility tunnels to interior rooms.
- 68 Increase size of the Kitchen freezer.
- 69 Install isolation valves in plumbing lines to allow repair work to localized areas.
- 70 Provide short-term and drop-off parking for messengers, delivery and supply trucks, and police
- 71 Provide a separate waiting room for private attorneys and D.S.S. social workers.
- 72 Provide space for fifth courtroom.
- 73 Do not use dormitories as sleeping rooms.
- 74 Provide observation rooms within the Medical Clinic.
- 75 Post No Smoking signs throughout the facility.
- 76 Provide additional conference rooms.
- 77 Provide a secure vault for storage of exhibits.
- 78 Provide a new filing system for main Records Room.
- 79 Improve plumbing to Medical Clinic.
- 80 Provide new filing system for records in Medical Clinic.
- 81 Provide new filing system for records in D.S.S. offices.
- 82 Remove psychologist's office from District Attorney's office.
- 83 Enlarge CPU room within Information Services offices.
- 84 Replace tennis net with basketball standards.
- 85 Provide new kitchen ovens for baking and roasting.
- 86 Remove all broken furnishings and miscellaneous "junk" from the facility.
- 87 Provide additional ventilation in shower rooms.
- 88 Physically separate refrigerator's compressors from food storeroom.

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- 89 Replace deep fat fryers in Kitchen.
- 90 Provide a multi-purpose space for police line-ups.
- 91 Provide additional storage for Volunteer Auxiliary.
- 92 Provide an area for giving haircuts.

Efficiency

- 93 Relocate all top administrative offices so that they are adjacent. These offices include Chief Probation Officer, Assistant Chief Probation Officer, Director of Probation Services, Training Officer, Director of Juvenile Hall, Business Manager and Information Services.
- 94 Provide a central dining facility.
- 95 Provide loading dock, storage, kitchen and dining on same level.
- 96 Provide a centralized laundry facility within the secure area.
- 97 Locate City Attorney's office adjacent to D.S.S.
- 98 The Chapel should become a multi-purpose building.
- 99 Relocate all dead record storage to rooms without windows.
- 100 Relocate last psychiatrist out of District Attorney's office and into Medical Clinic.

Comfort

- 101 Move all private offices off Woodside Avenue frontage.
- 102 Provide new window blinds, carpet and paint.

BACKGROUND

The City's history of providing care for its juvenile offenders has been spottet by lack of consensus and procrastination. Although youth services have improved dramatically since the days when delinquent youths were committed to the care of sea captains and labor camps, changes have been slow and protracted. For example, volunteer groups and religious leaders first convinced the City to construct the Youth Guidance Center in the early 1900's. Unfortunately for many, it took nearly fifty years to actually open the group of structures now located at 375 Woodside Avenue.

Attitudes toward juvenile detention have seen significant changes over the last fifty years. However, experts have not always agreed on the best method for dealing with youth offenders. In just the last decade alone, the Youth Guidance Center has been the focus of twelve different studies that have produced limited results. This discordance, coupled with inherent insitutional obstacles, has made positive reform in youth services a considerable task.

But, in 1987, the tide finally seems to be turning. Although the internal and external pressures for change at the Youth Guidance Center have not subsided, and have in certain instances accelerated to the point of crisis proportions, the current environment differs significantly from earlier times. Today, juvenile justice and youth service professionals have reached a consensus that fundamental program changes are necessary if the system is

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to continue to function at all. This common understanding extends to the general public, citizen advocates, and public officials.

In an effort to capture gains recently made at the Youth Guidance Center and to capitalize on the present conducive environment, the San Francisco Superior Court and Juvenile Probation Department in conjunction with the Mayor, procured the services of a planning team that was national in scope to build a new agenda for the Youth Guidance Center. As envisioned, this new agenda embraces the principles of least restrictive intervention consistent with public safety, community reintegration, family involvement, and a continuum of flexible, individualized services which meet the diverse needs of troubled youths in San Francisco.

Almost a year ago, this planning team undertook the assignment of developing a state-of-the-art youth services program which embodies these principles, and making design recommendations for a new or remodeled facility to complement the new program.

PURPOSE AND SCOPE

The purpose of this report is twofold. The first is to develop a model program which meets the needs of San Francisco's troubled youth. This effort involves an assessment of the existing program services, the characteristics and needs of the youths in question, and the extent of and potential for community support. The program assessment also involves an analysis of other efforts nationwide to deliver least restrictive

INTRODUCTION

intervention services, and projections as to their suitability in San Francisco's context. Based on this needs assessment and program analysis, the planning team has developed an extensive list of action-oriented steps that will lead the juvenile justice system to a more responsive, flexible and cost-efficient level of operation.

The second purpose of this report is to identify the key design elements that will make a new or remodeled facility support the needs of the model program, its staff, youth residents, and the community. The Juvenile Justice Department also requested that the planning team assess the existing Youth Guidance Center facility's ability to comply with current City building codes and ordinances. The facility assessment, therefore, involves a comprehensive review of site constraints, planning standards and code requirements, and a technical assessment of the structure's seismic soundness and mechanical and electrical systems. Furthermore, the planning team's study extends beyond the technical aspects in order to incorporate the program's functional needs into the design of the facility.

This report does not include a detailed design program for the Youth Guidance Center. Findings and recommendations from this report will form the basis for facility design alternatives and will be included in a separate report.

INTRODUCTION

APPROACH

Two main themes dominate this study -- that the efforts should be proactive, and that the program should meet the diverse needs and resources of the community that it serves, and that the Juvenile Justice Commission plays an important role in the realization of the new agenda. Both the City and the planning team are determined to see that these efforts do not suffer the same fate as previous Youth Guidance Center studies, which have in effect been published and shelved. As such, it is the intent of this study to create a strategy for action which will be self-propelling and responsive to established external pressures.

Additionally, a Citizens Advisory Committee was established to assure that the diverse ethnic, cultural and neighborhood interests that exist in the City are represented in the planning process. Participants were selected based on location of residency and work place, professional area of youth interest, prominence and recognition in the community, and involvement with the youths at the Youth Guidance Center.

ROLE OF THE JUVENILE JUSTICE COMMISSION

The Juvenile Justice Commission has been and continues to be a powerful and supportive arm of the Court and the Department. Its comprehensive and insightful investigation of the 1986 suicide at the Youth Guidance Center was further illustrative of its important role in creating a new agenda for the Department. In addition to its statutory role, our recommendations, like those of the Breed Study, urge a broad interpretation of the role of

the Commission, one which would assist the Department and help them improve the quality of programs for youths by speaking out on appropriate issues related to budget, program needs, special projects and, certainly, the inadequacy of the physical facility. The addition of the Ombudsman Program would provide the time and resources to expand beyond reactions to negative situations and allow the Commission to focus on the full range of the residential and nonresidential programs anticipated under the Department's new agenda.

The following report is the culmination of seven full months of coordination, cooperation and commitment among City officials and agencies, community participants and nationally renowned experts in the field of youth offender services and facilities. The report is intended to describe a new agenda which will bridge the diversity of philosophical opinion, consolidate existing areas of consensus, and establish a foundation from which to build an effective and responsive service from the Department to the community which it serves. We hope that the set of recommendations herein provide a point of departure which allows all parties to begin discussion of the new agenda.

To make these or any other substantive changes in the juvenile justice system is clearly a tall order in view of traditional resistance to change. Change cannot take place unless the bureaucracy and citizenry alike are educated and committed to a common agenda. The success in developing and implementing sound public policy relies on this commitment. The planning team presents this report with full optimism that positive and meaningful reform in San Francisco's juvenile justice system will take place. This is but the beginning.

Background

In June 1969, the Bay Area Social Planning Council issued a comprehensive three-phase report with recommendations for improving the juvenile justice system in San Francisco. The study committee, chaired by Dr. Harold Furst of the Bank of America, had been charged in 1967 with undertaking a "study and evaluation of the Youth Guidance Center." Since that time, numerous other studies have focused on the Youth Guidance Center and sought to address the myriad of problems which have developed cumulatively since 1945. In 1987, the situation has not changed markedly. The internal and external pressures for change at the Youth Guidance Center have not subsided, and have in certain instances accelerated to the point of crisis proportions. However, the current environment differs significantly from earlier times in that a general consensus exists amongst juvenile justice and youth service professionals that changes are necessary if the system is to continue to function at all. This consensus is shared by the general public, citizen advocates, and public officials alike. In an effort to act on the conducive environment and to consolidate recent gains made at the Youth Guidance Center, the Superior Court and Chief Probation Officer of San Francisco procured the services of a national scope planning team to build a new agenda for the Youth Guidance Center. The basis of this action was a recognition that youths under their care comprise "a community of San Francisco youth from every neighborhood, ethnic, and economic group . . . [who] deserve our best and most effective

intervention . . . care and impartial treatment in full accordance with legal and humanitarian standards, and consistent with public safety."

Context

San Francisco is not alone in its erosion of public and official confidence in the juvenile justice system. To gain perspective, it is important to consider the historical context of the problem.

Since 1838, our juvenile justice system has operated on the concept of *parens patriae*.

The object of charity is reformation, by training its inhabitants to industry; by imbuing their minds with principles of morality and religion; by furnishing them with a means to earn a living; and above all by separating from the corruptive influence of improper associates. To this end, may not the natural parents, when unequal to the task of education, or unworthy of it, be superceded by the *parens patriae*, or common guardian of the community? (Crouse, 1838)

This notion of *parens patriae*, beginning with the Pennsylvania House of Refuge, gathered steam and was codified by virtually every state beginning with the Illinois Juvenile Court Act in 1899. Traveling basically unfettered through the first part of the Twentieth Century, the notion of *parens patriae* began to change with the 1966 U.S. Supreme Court decision In re Gault. This decision established the rights of juveniles who become involved in the justice system. The U.S. Supreme Court found in Gault, and numerous other major decisions over the ensuing decade, that juveniles should be afforded the basic due process rights afforded to adults in the justice system. Justice Abe Fortas declared that youths are receiving the "worst of both worlds",

referring to a lack of due process coupled with ineffective treatment programs based largely on institutional care.

The concept of *parens patriae* further eroded in the 1970s as the notion that "nothing works" gathered momentum.

Somewhat good intentions notwithstanding, the special mechanisms developed for dealing with young offenders on an individual basis and in a non-punitive way have backfired. Most acute observers now express considerable disenchantment with nonadversary procedures of the traditional juvenile court, the specialized and rehabilitation oriented 'treatment institutions' and the allegedly nonstigmatizing terminology of delinquency policies. (Radical Nonintervention, 1973)

Since then, the media has perpetuated misconceptions of youth crime such that the public rhetoric has often stressed incapacitation and punishment as principle elements in the juvenile justice system. The research literature, however, portrays these strategies as enormously expensive, resulting in large institutional populations consisting largely of underprivileged and minority young men, and ineffective in that most punished offenders are quickly returned to the streets and recidivate at an extremely high rate.

During the past decade, the construction of a new agenda for the juvenile justice system has been built largely through national professional standards and Federal court decisions. The American Bar Association promulgated a twenty-four volume set of juvenile justice standards providing a comprehensive and detailed benchmark for a juvenile justice system which incorporates the requirements of Gault along with the basic tenets of *parens patriae*. Specific operational standards from the American Correctional Association and other related associations representing juvenile justice practitioners have provided

basic standards of care which incorporate the most recent research along with the elevated requirements of the Federal courts. Perhaps the bellwether decision in this area is Morales v. Turman, which established the basic inalienable right to treatment for children in an environment which was safe, humane, fair and homelike.

A review of recent policy and practices nationwide supports the much heralded but long delayed movement from institutional care to community-based programs as a principle means for reducing youth crime. Issues presented in the recent literature deal with substandard conditions of confinement and the high cost of secure care, the recognition that many youths are falling between the cracks, a qualified repudiation of the "nothing works" philosophy, the changing role of the court and probation officers in the management of resources and the treatment of youths, the dilemma of mentally ill and emotionally disturbed youths in the juvenile justice system, and the need for forge a new partnership between the public and private sectors to build the community resources necessary to reduce youth crime.

While the research literature continues to suffer generally from a lack of evaluative rigor, the signs are increasingly positive, particularly during the last couple of years. As our population ages and the number of youths in the high crime age group reduces, there will be an easing of the current oversupply of delinquent youths and undersupply of suitable programs. Further, there are encouraging signs that certain approaches to even the most troublesome youths will have a positive effect on social adjustment and desistance

from criminal activity. Paralleling this trend, there is some evidence that many of the barriers which have historically impeded progress in the juvenile justice system are being recognized and resolved. For a variety of reasons, the research literature portrays an encouraging environment for reform and experimentation.

Greenwood and Zimring, for instance, in their recent analysis of numerous programs nationwide which deal with the rehabilitation of chronic delinquents found that most promising approaches contain seven essential features:

- they provide opportunities for each youth to overcome adversity and experience success, encouraging a positive self-image;
- they facilitate bonds of affection and mutual respect between juveniles and their guardians and promote involvement in conventional family and community activities;
- they provide frequent, timely and accurate feedback for both positive and negative behavior;
- they reduce or eliminate negative role models and peer support for negative attitudes or behavior;
- they require juveniles to recognize and understand thought processes that rationalize negative behavior;
- they create opportunities for juveniles to discuss family matters and early experiences in a relaxed, nonjudgemental atmosphere;
- they adapt the sequence and the amount of exposure to program components to the needs and capabilities of each participating youth.
(One More Chance, 1986)

Gendreau and Ross found an equally encouraging experience with the hundreds of juvenile rehabilitation programs which they reviewed.

There are correctional programs that are effective. They can be distinguished from unsuccessful programs. There are perfectly good reasons

why, in spite of our knowledge of what kinds of programs worked, only limited success has been achieved to date and it is within our means to be constructive in this regard. Admittedly, there are crime problems which go beyond the pale of what is possible given our current acceptance of what is possible, given our current acceptance of what we construe to be moral and ethical correctional intervention. Nevertheless, the majority of offender problems are well within bounds of our means to implement programs that work. (Correctional Effectiveness, 1984)

Perhaps most promising of all are the emerging findings of the Office of Juvenile Justice and Delinquency Prevention's Violent Juvenile Offender Research and Development Program. The results of major projects in Memphis, Newark, Detroit and Boston indicate that programs can be successfully established to reintegrate violent youths to the community. Programs are multi-phased and link movement from less restrictive phases to progress in treatment. The strength and promise of this approach lies in the degree of commitment shown by administrators and staff in implementing innovative treatment approaches. (Intervention with Violent Juvenile Offenders, 1986)

Approach

It is in this spirit and within this encouraging environment that the Superior Court and Juvenile Probation Department has undertaken the development of a model program and facilities plan for the Youth Guidance Center.

The planning study is premised on five basic precepts.

- (1) That the Juvenile Court and Probation Department are not isolated units working with particular types of children, but are part of a

network of agencies that include education, social services, health, and mental health.

- (2) The current conditions of confinement at the Youth Guidance Center must be improved. The present design of the facility is inadequate.
- (3) That youths should be handled at the family or neighborhood level whenever possible; however, a level of secure juvenile detention is necessary to protect the public and to stop youths from harming themselves.
- (4) That each youth be detained in the least restrictive environment possible consistent with public safety, integrity of the court process, and the best interest of the youth.
- (5) That architectural designs of structural facilities reflect and accommodate the programs and policies developed in the planning phase.

The planning approach utilized in assessing the San Francisco Juvenile Probation Department is a total systems approach. This approach included the following activities.

- A statistical database of youths referred to the San Francisco Juvenile Probation Department was developed to gain a clear, accurate

understanding of these youths. Two techniques were used to establish this profile. First, a survey of all referrals to the Department was conducted over a forty-five day period during December and January, 1987. This survey provided demographic information, the intake process, past delinquent history and failure to appear, and intake judgements regarding placement options pending court appearance.

A second survey gathered specific information on youths at disposition. A random sample of case files were examined from dispositions during calendar year 1986. This information is instrumental in developing a client classification and case management system.

- A literature review was conducted to establish a basis from which to assess the services provided by the Department. This included review of internal policy and procedures, past studies and plans, and the national literature including standards, research, legislation, and pertinent court decisions.

- A comprehensive strategy of personal interviews and surveys was undertaken using several assessment techniques. An employee attitude survey was conducted and completed by over 200 employees of the Department including administrative, detention counselors, probation officers, support staff, and staff at the Log Cabin Ranch. Team members accompanied police officers on patrol in high youth crime areas during the study period. Finally, over 120 personal interviews

with key decisionmakers were conducted within the Department and related public and private youth service agencies, line operation staff in each functional area of the Department, citizen advocates, appointed and elected officials, youths in residence at the YGC, and parents familiar with the Department.

- With this information on hand, conceptual options and recommendations for action were developed and presented to the Department at a series of discussion meetings for Departmental staff, key decisionmakers, community leaders, and citizen advocates. The purpose of these meetings is to clarify and refine the recommendations, correct technical errors or omissions, and establish a strategy for implementation.
- Based on these discussions, contents are reviewed and revisions made as appropriate. Together with the facility assessment, a model program and facility design is prepared for final presentation and implementation.

Both the client and planning team consider the involvement of the Citizens' Advisory Committee and the Juvenile Justice Commission to be important elements in the realization of the new agenda presented in this report.

The Citizen Advisory Committee was established to assure that a range of perspective, insight, and information is brought to the planning process

representing the ethnic, cultural and neighborhood diversity which exists within the city generally. Participants were selected based on location of residency and work place, professional area of youth interest, prominence and recognition in the community, and involvement with the youths at the Youth Guidance Center. It is recommended in this report that similar input and advice continue through an advisory council on direct youth services appointed jointly by the Mayor, the Superior Court, and the Board of Supervisors.

The Juvenile Justice Commission has been and continues to be a powerful and supportive arm of the Court and the Department. Its comprehensive and insightful investigation of the 1986 suicide at the Youth Guidance Center was further illustration of the important role in creating a new agenda for the Department. In addition to its statutory role, our recommendations, like those of the Breed Study, urge a broad interpretation of the role of the Commission, one which would assist the Department and help them improve the quality of programs for youths by speakling out on appropriate issues related to budget, program needs, special projects and, certainly, the inadequacy of the physical facility. The addition of the Ombudsman Program would provide the time and resources to expand beyond reactions to negative situations and allow the Commission to focus on the full range of the residential and nonresidential programs anticipated under the Department's new agenda.

The planning study does not belabor nor recount past problems which exist at the Youth Guidance Center. The assumption made by the planners and the direction given by the client was that all parties involved are interested in

constructive change and not recrimination for past events. The plan is intended to describe a new agenda which will bridge diversity of philosophical opinion, consolidate existing areas of consensus, organize the rich resources of the San Francisco community, and establish a foundation from which to build an effective and responsive service from the Department to the community it serves. The reader is cautioned not to consider this report as a product in itself. It simply represents a consolidation of knowledge and opinion at this point in time. As such, it is a first step in a long-term process which will invariably involve reflection, revision, and reconsolidation at various points along the road. By the very nature of the subject matter, the report will be controversial given the broad range of philosophical opinion related to youth crime and the juvenile justice system both nationwide and in the city of San Francisco. This report is, in essence, a "point of departure" and as such is a set of recommendations which allows all parties to begin discussion of the new agenda.

A - YOUTH PROFILES AND PROJECTIONS

Population at Risk

The problems currently being faced by the San Francisco Juvenile Probation Department are a reflection of the complexities of the heterogenous population which it is designed to serve. As with most large, urban communities, San Francisco is diverse, its residents representing a wide range of social, ethnic, racial and economic backgrounds. Before a blueprint for action can be developed, it is critical that the needs of the population which the court is to serve be understood, a prerequisite that is not possible without the development of a comprehensive population profile. Such a profile, which is created through the synthesis of a variety of existing and newly generated data sources, is a key component of the entire planning process. Just as it is important to account for the needs of the practitioners within the Probation Department, it is also essential that the plan be targeted to the specific type of individuals who come into contact with the Juvenile Court. Furthermore, such a profile establishes a basis from which many specific short- and long-term planning decisions are formulated. It should be understood, however, that the profile developed here is only a "snapshot" of a dynamic population, one that changes rapidly in response to fluctuating economic resources within San Francisco and other population demands.

San Francisco's provisional mid-1980's population projection is slightly greater than 700,000 persons. The total population at-risk is currently estimated to be 51,000.¹ Out of this at-risk population, San Francisco

YOUTH PROFILE AND PROJECTIONS

Juvenile Court statistics indicate that in 1985 (the most recent for which complete data are available), nearly seven thousand referrals for law violations were made to the Juvenile Court.² Also these 7,000 represent about a fourteen percent increase in referrals since 1981, most of which is found between 1981 and 1982, when the number jumped significantly from 6,098 to 7,047. Since 1982, the number of 602 referrals has remained steady (see Figure A).

The geographic distribution of these law violators is highly concentrated. The Western Addition, Inner Mission, Outer Mission, and Bayview account for fifty-seven percent of all such referrals during 1985. The Outer Mission, by itself, had nearly as many referrals as Parkside, Potrero, South of Market, North of Market, and the Marina neighborhoods combined (see Map A). It quickly becomes evident that four neighborhoods are responsible for a disproportionately large number of referrals to the Juvenile Court. Even

¹These data were culled from the California Department of Finance's Population Projections for California Counties 1980--2020. The at-risk population estimate is actually somewhat high due to the Population Projections age categories. No provision is made to distinguish between persons of the age of majority versus those at the age minority, instead the juvenile population breakdowns are age zero to four, five to nine, ten to fourteen, and fifteen to nineteen. A straight line adjustment was made from the age five to nineteen category, in order to reduce the overestimation of the at-risk population and the projection data, to more accurately reflect the current at-risk situation. At-risk is therefore defined here as juveniles age ten through seventeen.

²The referral totals represent multiple contacts and are an indication of the number of those contacts, not the total number of youths. Law violations refer to violations of the state of California's Welfare and Institution Code, Section 602--also termed "602 referrals." Violations of Section 601 of the W&I code represent status offenses.

TABLE P1
LAW VIOLATIONS BY AGE, SEX AND RACE

	<u>Number</u>	<u>Percent*</u>
<u>Age</u>		
9 years and under/unknown	46	0.6
10 years	29	0.4
11 years	79	1.1
12 years	235	3.4
13 years	448	6.4
14 years	889	12.8
15 years	1,445	20.8
16 years	1,738	25.0
17 years	1,837	25.0
18 years	175	2.5
19 years	23	0.1
Adult misdelivery	6	0.1
Total	<u>6,950</u>	<u>100.0</u>
<u>Sex</u>		
Male	5,551	79.9
Female	1,399	20.1
Total	<u>6,950</u>	<u>100.0</u>
<u>Race/Ethnic Origin</u>		
White	2,217	31.9
Black	2,762	39.7
Chinese	360	5.2
Filipino	134	1.9
Japanese	12	0.2
Hispanic	845	12.2
American Indian	10	0.1
Samoan	106	1.5
Vietnamese	132	1.9
Asian Indian	9	0.1
Other	128	1.8
Unknown	235	3.4
Total	<u>6,950</u>	<u>100.0</u>

*Figures may not add to 100% due to rounding.

Source: San Francisco Juvenile Court Annual Report: 1985.

FIGURE A

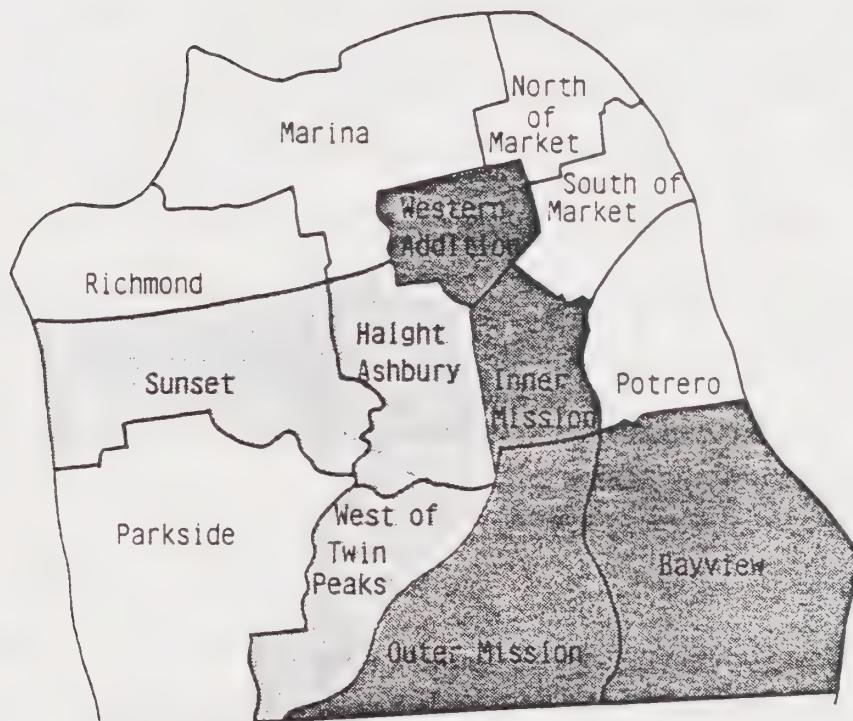
TOTAL 601 and 602 VIOLATORS
ANNUAL TRENDS 1981 - 1985



SOURCE: San Francisco Juvenile Court Annual Report

MAP A

DISTRIBUTION OF 602 REFERRALS
BY PERCENTAGE OF CITY TOTAL--1985



Percent of Total Referrals



0 to 5%



6 - 10%



Greater than 10%

Source: 1985 San Francisco Juvenile Court Annual Report

though minorities represent nearly forty-two percent of the entire city-wide population (U.S. Bureau of the Census, 1986), they represent nearly sixty-five percent of all Juvenile Court referrals. The Black juvenile population represents a significant proportion of this figure. Although Blacks comprise only thirteen percent of the city's population (and nineteen percent of the school age population), their total number of referrals for law violations accounts for forty percent of that population, a figure exceeded by no other racial or ethnic group. However, this phenomenon is not specific merely to law violators. Blacks are over-represented throughout the cities social services system. Fifty-five percent of the juveniles in foster care system are Black, forty percent of special education youths are Black, and more than half of pregnant teenage girls are Black.

Interestingly, most of the remaining minority populations are represented in the 602 referral population at a rate approximately equal to their distribution within the general population. For example, the U.S. Bureau of the Census (1986) estimates that 12.3 percent of San Francisco residents are of "Spanish origin" (defined as Hispanic in the San Francisco Juvenile Justice Information System data file). During 1985, this same group comprised 12.2 percent of all such referrals (see Table P1). Regardless of the distribution of the remaining minority groups. It has become quite obvious that the law violation referral population is not homogenous. Instead resource and service providers must account for the needs of a wide variety of end users, and that just as the referral population is concentrated in certain sections of the city, it follows that resources should follow that concentration.

Aside from the frequency of 602 referrals, the very reasons for those referrals over the past five years is interesting as well. Research conducted nationally to examine offense statistics for trends over the past several years indicate that, on average, although there is a decreasing number of offenses being committed by juveniles, an increasing percentage of those offenses are serious in nature (Krisberg, et al, 1985 and Nimich, et al, 1985). The juvenile justice arrest rate in California has, in the aggregate, been steadily declining for the past decade. This decline has been noted among all offense types, including serious felonies (Juvenile Justice Digest, 1987). This trend is true only to some extent in San Francisco.

The court's Juvenile Justice Information System shows that there has been a noticeable increase in certain serious personal offenses (see Table P2). For example, assault with a deadly weapon and battery have both increased over the past five years, and the most recent annual data represent the highest totals in the five year reporting period. However, even more heinous crimes such as homicide, manslaughter, rape, and kidnapping by juveniles have either decreased or remained constant over that time period, despite an increase in the overall at-risk population size. Robbery, one of seven designated "serious crimes" by the Office of Juvenile Justice and Delinquency Prevention, has decreased ten percent over the same time period, and the 1985 total is the lowest found during the time period. Therefore, although the number of serious personal-type offenses has increased slightly, most of that increase can be found among two offense types: assault and battery. Furthermore, two serious property-type offenses, burglary and grand theft, both decreased

YOUTH PROFILE AND PROJECTIONS

TABLE P2

FIVE-YEAR COMPARISON OF REASONS
FOR REFERRAL FOR SELECTED OFFENSES
1981-1985

<u>Offense</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>Percent Increase/ Decrease 1981-1985</u>
Homicide	13	11	6	9	12	-8.0
Manslaughter	1	3	0	0	1	0.0
Rape/Assault to Rape	16	23	16	19	7	-56.3
Kidnapping/False Imprisonment	9	7	5	5	4	-55.6
Robbery	286	323	305	265	258	-9.8
Assault	26	17	11	15	16	-38.5
Assault with a Deadly Weapon	167	179	181	123	192	+15.0
Battery	270	283	287	272	307	+13.7
Assault/Battery/Interfering with Police Officer	92	89	86	81	88	-4.4
Arson	18	16	14	6	10	-44.4
Burglary	646	549	544	562	544	-15.8
Grand Theft	192	241	166	142	132	-31.3
Receiving Stolen Property	143	140	122	118	145	+1.4
Forgery/Credit Cards	57	15	3	10	14	-75.4
Motor Vehicle Theft	289	249	234	241	384	+32.9

Source: Juvenile Justice Information System Master File and the San Francisco Juvenile Court Annual Report: 1985.

during the five year period. While burglary has remained constant during the past four years, the 1985 grand theft total is the lowest found during the last five years.

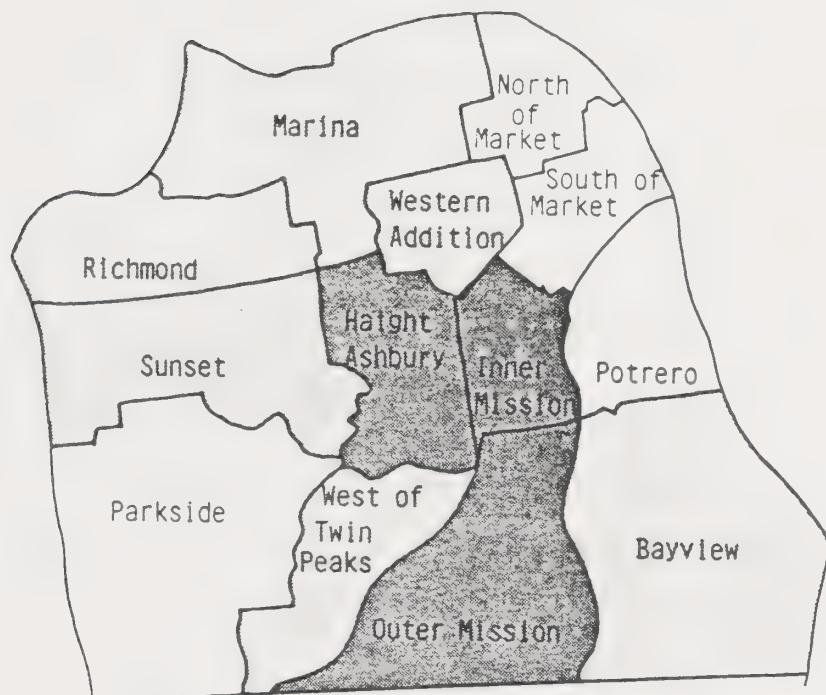
Data also indicate that San Francisco has been somewhat resistant to the trend of decreasing arrests observed throughout the state. During the past five years, total arrests have remained constant, from 5,618 in 1981 to 5,741 in 1986.

Turning to status offenders referred to the San Francisco Juvenile Court, it is apparent that the number has fluctuated significantly since 1981. The most recent data show that 1,012 youths were referred for status or 601 offenses in 1985. This figure represents a startling thirty percent increase over totals found for 1984, but is nearly identical to status offense totals for 1982 and 1983. Despite this recent increase, the 1985 figure is thirty-seven percent lower than that found for 1981. Although law violation referrals have remained relatively steady in recent years, referrals for status offenses have fluctuated more dramatically (see Figure A).

Recall from Map A that four neighborhoods--Western Addition, Inner Mission, Outer Mission, and Bayview--accounted for fifty-eight percent of all 602 referrals. These same neighborhoods represent only forty-eight percent of all status offense referrals, and the distribution of remaining status offenders throughout the city is significantly different than the distribution of law violators. Haight Ashbury, for example, which accounted for 6.3 percent of

MAP B

DISTRIBUTION OF 601 REFERRALS
BY PERCENTAGE OF CITY TOTAL--1985



Percent of Total Referrals

0 to 5%

6 - 10%

Greater than 10%

Source: 1985 San Francisco Juvenile Court Annual Report

all 602 referrals, accounted for 10.1 percent of all 601 referrals. Furthermore, Bayview, which ranked third in the percentage of 602 referrals, ranks only sixth in 601 referrals (tied with Richmond). It quickly becomes evident that not only do the different neighborhoods within San Francisco contribute varying percentages of referrals to the Juvenile Court, but the characteristics of those referrals within the neighborhoods differ dramatically as well (see Map B).

Whites represent a substantial majority of youths referred for 601 violations. Nearly two-thirds of all such referrals were white, and the only other ratio or ethnic group in double figures was Blacks. Not unexpectedly, however, a comparison of males versus female indicates that there was almost an exact split in the number of referrals from each sex. This stands in sharp contrast to 602 referrals where only twenty percent were female (see Table P3).

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-- Population Projections

The referral data have provided dramatic evidence of an ever-changing population. Yet a question still remains as to what the future holds for the size of the San Francisco at-risk population. The best population projection currently available (California Department of Finance, 1984) indicates that despite trends throughout California of a continually increasing population, the size of San Francisco will increase until the turn of the century, but then that trend will slow. In fact, the at-risk population is projected to decrease slightly after the year 2000. Until then, the population is expected

YOUTH PROFILE AND PROJECTIONS

TABLE P3
STATUS OFFENSE REFERRALS BY
AGE, SEX AND RACE

	<u>Number</u>	<u>Percent*</u>
<u>Age</u>		
10 years	6	0.6
11 years	9	0.9
12 years	35	3.5
13 years	100	9.9
14 years	166	16.4
15 years	239	23.6
16 years	246	24.3
17 years	205	20.3
18 years	3	0.3
Other	3	0.3
Total	1,012	100.0
<u>Sex</u>		
Male	508	50.2
Female	504	49.8
Total	1,012	100.0
<u>Race/Ethnic Origin</u>		
White	606	59.9
Black	227	22.4
Chinese	25	2.5
Filipino	16	1.6
Japanese	3	0.3
Hispanic	100	9.9
American Indian	2	0.0
Samoan	4	0.4
Vietnamese	4	0.4
Other	10	1.0
Unknown	15	1.5
Total	1,012	100.0

*Figures may not add to 100% due to rounding.

Source: San Francisco Juvenile Court Annual Report: 1985.

TABLE P4

SAN FRANCISCO POPULATION PROJECTIONS
(AGES 10-19)

<u>One-day Count</u>	<u>Total</u>	<u>Percent Change (from 1985)</u>	<u>Median Age</u>
1980	75,249	--	33.9
1985	64,456	--	36.8
1990	64,065	-0.6	39.9
1995	80,200	+24.4	42.3
2000	91,862	+42.5	45.6
2020	70,637	+9.6	43.9
STATE AS WHOLE			
1980	3,944,720	--	29.9
1985	3,705,712	--	31.3
1990	3,865,082	+4.3	32.8
1995	4,596,004	+24.0	34.4
2000	5,169,060	+39.5	35.4
2020	5,253,251	+41.8	36.7

Source: State of California Department of Finance. Population Projections for California Counties, 1980-2020: Baseline 86. Report 86-P-3. Sacramento, California: Department of Finance.

YOUTH PROFILE AND PROJECTIONS

to increase again by the mid-1990s after a slight decrease during the 1980s. (see Table P4). The reason differences can be found between San Francisco's changing population and that for the remainder of the state is being debated and reported quite regularly by the local media. Increasing average aggregate lifespans, Bay Area transportation stresses, limited land available for development, restrictive construction ordinances, late marriages, a lack of homes, and increased pressures to preserve green-space have all been cited as reasons which will curtail the county's growth especially by the turn of the century (San Francisco Examiner, August 15, August 16, and August 5, 1986, and the San Francisco Chronicle, May 29 and August 5, 1986). Yet whatever the cause, the implications of such a trend are interesting.

The median age of San Francisco residents is currently four years greater than that calculated for the rest of the state as a whole. By the year 2000, the difference in median age will be greater than ten years. It is important that this plan, and the policies that are based upon it, recognize that the city of San Francisco's adult population is increasing at a more rapid rate than its juvenile population. With the increasing stress caused by the need for services for the elderly, it would be easy to neglect the needs of those at-risk coming into the juvenile court system because they will be representing a proportionally lower sector of the city's population in the years to come.

These data provide conclusive evidence that the San Francisco at-risk population is dynamic and it follows that the policies which are developed to serve this population must be dynamic as well. Policy which is static and not

amenable to change can be outmoded before its benefits can even be measured. These shifting population trends will be considered in all recommendations and projections developed for the plan.

This brief profile of the San Francisco juvenile court referral population demonstrates that discernible patterns can be identified, but these patterns are not homogeneous. Instead, there are of a variety of referral types from a variety of neighborhoods. Perhaps the biggest lesson to be derived from this profile is probably that it confirms assumptions that no two neighborhoods are identical in terms of their youths at-risk. A community-based approach to predispositional and post-dispositional systems is therefore essential to program success. By drawing on the resources available in the neighborhoods and developing additional ones, the needs of youths who come from those neighborhoods can better be met.

Secondly, San Francisco's youths are unique and react to societal pressures in a manner other than that found in other cities. To develop a service provision plan that does not account for problems specifically inherent to the San Francisco population is both naive and short-sighted. This review of the data has made it clear that the action plan must be as dynamic as the youths it is designed to serve and wholesale application of programs which exist in other communities, without the proper adjustments for characteristics of local need, will bring little improvement.

YOUTH PROFILE AND PROJECTIONS

This cursory review of the population data cannot provide the rich detail that is needed to evaluate the impact which proposed changes in policies and procedures would have in the handling of the at-risk/referral population. For example, a little bit is known of where the youths come from, and something about the reasons for referral. However, little is known about their background, their families, their needs, and the risk they present to the community. For that reason, two original surveys were conducted to provide insight into the background of the referral population, to provide a profile of disposed youths, to assess the risk which these youths present to the community, and to determine a treatment classification program which would most effectively utilize the combined resources of the San Francisco Juvenile Probation Department and the community. The following sections describe in detail the methods used to conduct those surveys, an interpretation of the data which the surveys produced, and the implications which those data have for improving services provided to the referral population.

Court Referrals and the Need for Secure Detention

Approximately 7,000 juvenile law violators are referred to the San Francisco Juvenile Probation Department every year. This referral figure is significant because it represents the first step in a long process for those youths. Briefly, juveniles are referred to the Probation Department through a variety of methods, one of which is bookings. In this circumstance, a youth is brought directly to the Youth Guidance Center for processing by any of a number of referral agencies--police, parents, schools, and others. A second referral method is citations, in which a youth is cited by law enforcement at

a location other than YGC and required to meet with Probation staff at a future date to determine appropriate court action and/or the extent of informal supervision.

For those youths who are booked at YGC, placement options for intake/booking personnel are quite limited. Youths are either held temporarily until the parents or guardians can be contacted or they are admitted to the juvenile hall. In practice then, what is happening at the time of booking is that a decision is made as to the amount of risk which a referred youth represents to the community, to himself, and to the court process. Youths who are deemed as serious risks in this regard are considered viable candidates for secure detention and are admitted to the secure residential area at juvenile hall.

As the process currently exists, there is no mechanism for ensuring that youths referred to YGC are considered for the least restrictive alternative placement. The placement decisionmaker must either release the juvenile pending the arrival of his parents, place the youth in a receiving unit in the juvenile hall pending transfer to another unit, or in the case of status offenders, release the youth to the West Portal Receiving Unit at YGC. It appears that the predispositional placement resources available to San Francisco Juvenile Probation decisionmakers is "security oriented." Recognizing that there exists a need to improve the range of predispositional detention services available in San Francisco, this plan is designed to stress that aspect of the system.

-- The Role of Detention Criteria: Practice and Theory

Prior research conducted by the Office of Juvenile Justice and Delinquency Prevention has shown that several factors are critical in improving placement practices: a core of secure and nonsecure alternatives will ensure that an appropriate number of a wide variety of bedspaces are available; an active commitment by agencies and decisionmakers throughout the entire Juvenile Justice System will enhance everyone's ability to adapt to the new system; that written policies and procedures are mandatory to ensure that a new level of understanding is developed; active monitoring of all programs and services is necessary to ensure that the policies developed under the plan do not run contrary to the goals of the court (Community Research Associates, 1986).

Yet despite the influence of these system actors, there remains one factor which is critical to the success of a detention planning project. Without the development of fair and objective intake criteria, and a system with which to effectively apply those criteria, it is unlikely that any jurisdiction can accomplish all goals of its initiative. Development and use of secure placement guidelines is crucial because, when combined with a twenty-four hour intake system, a mechanism is created which effectively ensures that all accused juvenile offenders are treated equitably with the ultimate goal of protecting the child in the community as a guiding theme (Mulvey and Saunders, 1982: 261). Furthermore, the use of criteria, when carefully and conscientiously applied, does not pose a threat to the goals of the court. Despite an increase in release rates which accompanies the uniform application of admissions criteria, studies in several communities have found no

significant increase in rates of failure to appear for court hearings or recidivism (Community Research Forum, 1980; Community Research Center, 1983,; Community Research Associates, 1984, 1985).

Criteria also provide the added benefit of increasing the cost effectiveness of the plan. Application of the criteria to San Francisco's referral population can provide an estimate of the number of youths who may require out-of-home placement yet do not need the level of security characteristic at juvenile hall. The Office of Juvenile Justice and Delinquency Prevention's Cost Study (Community Research Center, 1982) maintains that the use of secure detention as a sole predispositional placement action is comparatively very expensive. The following excerpt from the cost study illustrates that as the use of nonsecure placement increases in proportion to traditional secure detention, overall detention costs decrease.

. . . the impact of cost can be assessed from hypothetical estimations drawn on data developed in the course of the study:

- Jurisdiction A places 100 percent of a caseload of 100 in secure detention for an average length of stay of 10 days. Given an average cost of \$69.74 per bed per day, placement of these 100 juveniles in secure detention for ten days will cost \$69,740. (Note: excludes capital construction costs.)
- Jurisdiction B places 100 percent of a caseload of 100 in a less restrictive residential option for an average length of stay of 10 days. Given an average cost of \$66.68 per bed per day, placement of these 100 juveniles in a less restrictive residential option will cost \$66,680.
- Jurisdiction C returns 100% of a caseload of 100 to the community under supervision with such supervision continuing for an average of 10 days. Gives an average cost of \$22,170.

Any mix of the above alternatives will have obvious consequences with respect to removal costs. A fourth hypothetical option features a mix of alternatives; assumes the return of a large percentage of youths to their homes under varying degrees of supervision; and reflects a one-time administrative cost associated with juveniles who are returned home after initial contact.

-- Jurisdiction D distributes a caseload of 100 juveniles among four alternatives:

- 10% of the caseload (10 juveniles) are placed in secure detention for an average length of stay of 10 days. Given an average cost of \$69.74 per bed per day, placement of these 10 juveniles in secure detention will cost \$6,974.
- 20% of the caseload (20 juveniles) are placed in a less restrictive residential option for an average length of stay of 10 days. Given an average cost of \$66.68 per bed per day, placement of these 20 juveniles in a less restrictive residential option will cost \$13,336.
- Eight percent of the caseload (8 juveniles) were returned to the community under supervision with such supervision continuing for an average of 10 days. Given an average cost of \$22.17 per juvenile per day, return to 8 juveniles to the community under supervision will cost \$1,174.
- 62% of the caseload (62 juveniles) are returned to the community having been the recipient of administrative services only. Given a one-time cost of \$71 per juvenile for such administrative services, return of 62 juveniles to the community will cost \$4,402.

Predispositional placement guidelines promulgated by various national standards-making groups stress that the decision to detain a youth in a secure residential setting be based on objective and verifiable factors (National Advisory Committee on Juvenile Justice and Delinquency Prevention, 1980; and the American Bar Association, 1980; Mulvey and Saunders, 1982). By assessing risk which a youth presents to the safety of the community and the integrity of the court process with easily quantifiable and observable factors such as offense charged, offense history, and court history, a court can ensure that

the placement decision affecting each youth is equitable and uniform. The introduction of rigidly applied criteria also provides a mechanism for assessing the impact of the uniform guidelines on the secure population size.

-- Detention Assessment and Methodology

In order to determine the effect which changes in predispositional placement policy and subsequent detention criteria would have on the 7,000 case referral population, a decision was made to conduct a real-time survey of all referrals to the San Francisco Juvenile Probation Department over a selected time period. The Real-Time Survey allows for a precise estimate of the effects of newly developed criteria models, tuned to the needs, philosophy, and community-based approach of the San Francisco Juvenile Court plan. Questions such as, "how many juveniles would be detained under various placement scenarios?", "how serious is the detention population?", and "can the use of community-based alternatives be increased?" can all be addressed with the survey. It is these types of questions which are at the heart of the predispositional resources problem. Details of the referral survey are highlighted below.

The methodology chosen to meet the principle objectives of the referral population investigation is centered on the Real-Time Survey. This survey, actually a predispositional needs assessment, is a critical component of the San Francisco Juvenile Probation Department planning process because it defines offender characteristics, and offers additional insights into the juvenile system practices. It allows policy analysts and planners to review the

effects which thoughtfully constructed specific and objective detention criteria can have on an existing juvenile hall population and help to identify appropriate placement alternatives, should they be required.

The level of specificity required to complete a useful predispositional needs assessment is quite high. In the context of the San Francisco Juvenile Court plan, it is important not only to define the population in terms of demographics (age, sex, race, etc.), but also in terms of juvenile offender characteristics. Such characteristics include offense, length of stay in out-of-home placements, actual and preferred placement settings, and information on prior involvement with the juvenile court.

Existing information sources, such as the Juvenile Justice Information Management System, did not provide the level of detail necessary to accurately determine those needs. In its current format, much of the information listed above is either missing or structured in such a way that would make analysis difficult. Therefore, in order to gain all relevant data items, and perform the steps necessary for a thorough analysis, it was decided that only a survey of all referrals to YGC during a specified time period would yield the appropriate information.

In an attempt to capture all of the necessary data, a questionnaire was constructed with the assistance of the San Francisco Juvenile Probation Department. Data were collected on the juveniles' residence, sex, age, referral date, referral method, parental contact, offense charged, demeanor,

juvenile court history, juvenile offense history, preferred placement, main reason for release, and length of stay if appropriate. The instrument which resulted allowed for a thorough description of a portion of the referral population, as well as the ability to measure the effects which detention criteria would have on that referral population.

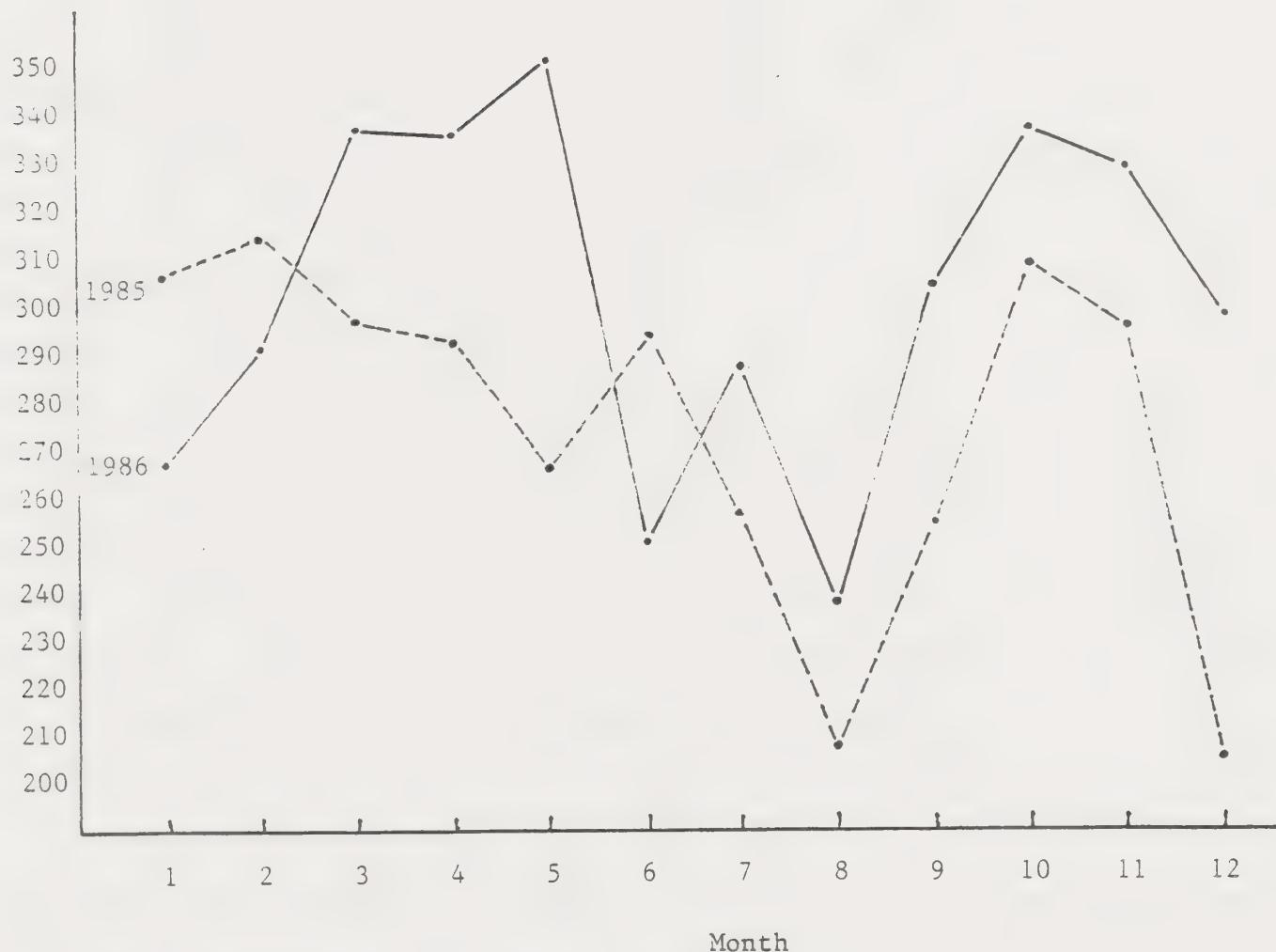
The survey began December 3, 1986, and concluded January 17, 1987. During that period, a questionnaire was completed by probation staff on each juvenile coming into contact with the court, whether on a booking or nonbooking (citation) basis. This forty-five day referral period was established in order to secure a sample which was representative of traditional intake load for that time period.¹ Although it would have been best to conduct the real-time referral survey during a period other than the holidays (when referral rates and detention admissions in many jurisdictions traditionally decline), time constraints necessitated the application of the survey during the months of December and January. Figure C shows that during the past two years, admissions to secure detention during this time period were down in December, yet high in January. Adjustments will be made to the referral data to reflect any seasonal biases inherent in the data.

Survey forms were checked for errors and corrected by intake probation staff at YGC. At the end of the survey period the completed questionnaires were

¹For this survey a sample size was chosen which provided reliability of plus or minus five percent at the ninety-five percent confidence level. See Lakner (1976) for details.

Figure 8

San Francisco Juvenile Court
Admission to Secure Detention by Months
1985 - 1986



forwarded to Community Research Associates where each was coded and entered into a computerized data base. Automation of the data, rather than manual compilation, was chosen as a means of producing faster and more accurate results. The interpretation of those results can therefore be considered more reliable.

Findings from the Real-Time Survey: Profile of Referred Youths

-- Offender Types and Placement Settings

During the forty-five day survey period, a total of 1,102 youths were referred to the San Francisco Juvenile Court, with uniform numbers of bookings (direct referrals to YGC) and nonbookings (citations--see Table RT1). Table RT1 also shows that approximately thirty-five percent of the youths were placed in the predispositional secure program at the YGC, about nine percent were placed in the WPRC, approximately three percent were admitted to the YGC under the post-dispositional commitment program, and only about two percent were booked at YGC but released immediately to parents, guardians, or self. About two percent of the cases were booked at YGC, and were admitted to the juvenile hall with no offense listed. It was not possible to determine for these cases whether a juvenile was placed in a secure or nonsecure section of YGC. Therefore, they are calculated separately for purposes of this investigation and considered missing data.

The low percentage of juveniles released at intake points to an early problem--heavy reliance on YGC may impede the courts ability to effect a detention plan based on the least restrictive alternatives. It is already

TABLE RT1

SELECTED REAL-TIME SURVEY FINDINGS
FREQUENCY (AND PERCENT)

SURVEY PERIOD

December 3, 1986-January 17, 1987

TOTAL CASES

Bookings	=	560	(50.8)
Nonbookings	=	542	(49.2)
Total	=	1,102	

PLACEMENT SETTING

Nonbookings	=	542	(49.2)
Predipositional secure	=	383	(34.7)
WPRC	=	99	(9.0)
YGC commitment	=	34	(3.1)
Booked but released	=	19	(1.7)
Booked no offense	=	25	(2.3)

REFERRING AGENCY

	<u>Juvenile Hall</u>	<u>Secure</u>	<u>Nonbooking</u>	<u>Others</u>	<u>Total</u>
SFPD	275		340	61	676
Probation Office	58		0	76	134
Other Unspecified	38		31	29	98
Other Jurisdiction	10		14	5	29
Not Specified	2		157	6	165

obvious from this initial review of placement data that much effort will be required to reduce the reliance on secure detention. The assumption that more youths could safely be released is reviewed in detail later in this section.

The 383 cases reportedly admitted to the predispositional secure component at YGC roughly approximates similar counts during the same time period in the previous two years. JJIS data indicate an average daily admission figure of 8.76 juveniles during January and December of 1985 and January and December of 1986. The average daily admission figure during the real-time survey was approximately 8.5 youths. When the YGC commitment figures are added, the real time survey admission count is approximately 9.3 juveniles per day. Thus the real-time findings are neither a gross overestimate or underestimate of activities in prior years.

The San Francisco Police Department is responsible for a significant proportion of the referred population. Table RT1 indicates that about sixty-one percent of all contacts during the survey period were referrals from SFPD. Of all youths admitted to the secure section of the juvenile hall, nearly seventy-two percent were referred by SFPD. However, SFPD referred more youths through the juvenile court's citation program (nonbookings) than through bookings. Despite the tendency for most referred youths to be admitted to YGC through contact with SFPD, there were a number of other referral sources as well--including the San Francisco Probation Office, and other jurisdictions. This is similar to data collected by the juvenile court and presented in their

annual report which indicates a number of referring agencies are reported with the San Francisco Police Department as the dominant source.

Although such findings are interesting, and help to describe the referral population in some detail, it does not begin to provide the types of data needed to assess the reasons why juveniles are referred to court. The traditional referral reason, offense, is presented in Table RT2.

An expected relationship between the seriousness of the offense charge and the security level of the predispositional setting is not readily apparent from Table RT2. For example, it might be hypothesized that juveniles accused of serious personal-type offenses would be those most likely to be detained in a security-based predispositional residential facility. Conversely, those juveniles accused of less serious delinquent-type behavior as well as status offenses would either be released or placed in a less restrictive residential option. This correlation is only partly true for data gathered during the real-time survey.

Of the 127 youths accused of serious personal-type offenses, nearly one-half were not even referred to intake for a placement decision. Table RT2 indicates that approximately forty-nine percent of such youths were handled in a "nonbooking" situation. Only slightly greater than half were placed in

TABLE RT2
REAL-TIME SURVEY OFFENSE TYPES
FREQUENCY

	<u>Juvenile Hall</u>	<u>WPRC</u>	<u>Release</u>	<u>Nonbooking</u>	<u>Total</u>
Serious Personal	65	0	0	62	127
Serious Property	82	0	4	49	135
Other Personal	10	0	0	21	31
Other Property/ Misdemeanor	88	0	0	170	268
Drug	17	0	1	5	23
Alcohol	0	0	0	21	21
Weapons	25	0	0	38	63
Supplemental Petition	32	0	0	0	32
Warrant	42	0	2	1	45
Unspecified Delinquency	2	0	0	0	2
Temporary Hold	20	0	0	0	20
Status	0	75	2	157	234
Return from Walkaway	0	16	0	0	16
Commitment	34	0	0	0	34
300 Warrant	0	1	0	0	1
No Offense	0	7	6	0	13

juvenile hall at the time of intake.³ Furthermore, serious personal offenses account for the third largest category of nonbooking referral reasons, following only those accused of other property-type offenses (misdemeanors) or status offenses. Although this relationship is apparently a function to some degree of the sheer number of youths accused of such offenses, it is still interesting that such a distribution exists.

This relationship continues, but to a lesser degree, for those accused of serious property-type offenses.⁴ Sixty-one percent of those charged with such offenses were actually admitted to the predispositional section of juvenile hall while thirty-six percent were handled as nonbookings.

When all serious-type offenses are combined, they account for approximately thirty-eight percent of all admissions to the predispositional program of juvenile hall (147 of 383). An equivalent percent of youths (thirty-seven percent) are admitted having committed other, less serious delinquencies. In addition, about eight percent were detained under the authority of a supplemental petition and about eleven percent were detained for outstanding delinquency warrants. Twenty of the noncommitment youths who were detained in the

³Serious personal-type offenses are defined according to that provided in the Office of Juvenile Justice and Delinquency Prevention's December 31, 1981 Formula Grants Federal Register Guidelines: criminal homicide, forcible rape, mayhem, kidnapping, aggravated assault, robbery, and extortion accompanied by threats of violence. (Federal Register, Vol. 46, No. 251).

⁴Serious property-type offenses are defined here as offenses which if committed by an adult would be considered felonies: e.g., burglary, auto theft, grand larceny, grand theft, etc.

juvenile hall (about five percent) were detained under "temporary hold" status, e.g., medical holds for Log Cabin Ranch, etc. It appears that the juvenile hall currently services a wide range of offender types, from less serious delinquent juveniles to very serious personal and property-type offenders. Youths referred to the court under nonbooking status also represented a wide range of offender types. It would seem that law enforcement is using wide discretion in determining what types of serious versus nonserious offenders are referred to YGC for intake and booking.

Of all youths accused of status-type behavior, a majority (sixty-seven percent) were referred as nonbookings. Only about a third of the status offenders were referred to WPRC, a nonsecure residential option designed for runaways and other status offenders, during the survey period.

Although the number of youths released after booking at YGC is small, the distribution of offense types is interesting. Again, the hypothesis that less serious-type offenders would be "better" candidates for release to their parents pending further court action, is not born out by data presented in Table RT2. It can be seen, that of the twenty-five youths who were released, four were accused of serious property-type offenses, ten were accused of less serious property-type offenses, and only eight (about one-third) of the total juveniles released were actually accused of status-type behavior or had committed no offense at all.

At least one major conclusion can be drawn from the real-time survey offenses. It would seem that offense type is not the sole factor for determining which types of youths are placed in juvenile hall versus those who are released, as well as which types of juveniles are booked versus those which are merely cited. There appears to be a number of additional factors which enter the intake decision (i.e., the decision to detain or release a youth). Further exploration of the data generated from the real-time survey provides additional insight into the referral population's characteristics, and begins to shed some light on the reason why juveniles are securely detained in San Francisco.

-- Factors in the Detention Decision

Research in other jurisdictions indicates repeatedly that a number of variables, both legal and extra-legal, can enter the decisionmaking process at the point of intake (Cohen and Kluegel, 1979; Cohen, 1975; Pawlak, 1977; Empey, 1977; Tripplit, 1978; and Frazier and Bishop, 1985). This real-time survey is not structured to review whether or not the intake/placement practices of the San Francisco Juvenile Probation Department are legal and/or representative of a due process model of justice. Instead, it is designed to provide insight into additional verifiable factors which can influence the detention decision--e.g., parental support/supervision, juvenile demeanor, and offense and court history data. What follows then is a review of those factors, designed to establish "seriousness" of the juvenile referral population. Also the following section is not designed to determine causal relationships, i.e., those factors which enter the placement decision in such a way as to determine

whether or not a juvenile will be placed in a security-based setting. Such an analysis would require multivariate regression and/or logit/probit statistical techniques and are not relevant for the purposes of this plan. The goal here is to gain clarification into the apparent "seriousness" of the population which cannot be ascertained through existing resources.

In a surprising number of instances, probation officers were unable to contact a youth's parent or guardian at the time of admission to the juvenile hall (see Table RT3). Nearly forty percent of the juvenile hall population fell under this situation. Additionally, about thirty percent of the status offenders placed in WPRC were held under the constraint that the probation officer was unable to contact the youth's parents. Although causality cannot be inferred in such a simple cross-tabulation, it is evident that procedure problems inhibit the booking officer's ability to contact the youth's parents, and can presumably enter into the decision to detain a youth.

Table RT4 represents a juvenile's demeanor at the time of intake. Those youths that were either placed in juvenile hall, WPRC, or who were booked but released, only about four percent were classified as "violent or aggressive" by the booking officer. However, all eighteen of these individuals were admitted to the juvenile hall at intake. This finding is not meant to imply that all violent and aggressive youths are automatically detained in juvenile hall at the time of intake, simply because other mitigating circumstances may warrant the decision to hold a youth securely. However, it is an indication that the juvenile hall population at this point in time does represent a "more

TABLE RT3
PARENT ASKED TO PROVIDE SUPERVISION

	<u>Juvenile Hall</u>	<u>WPRC</u>
Unable to contact	148	30
Contacted and willing to supervise	18	7
Contacted but not willing to supervise	23	25
Contacted but not asked to supervise	189	37

Note: Non-Juvenile Hall, non-WPRC, and missing cases excluded

TABLE RT4
JUVENILE DEMEANOR AT INTAKE

	<u>Juvenile Hall</u>	<u>WRPC</u>	<u>Booked but Released</u>
Passive/Cooperative	354	97	19
Violent/Aggressive	18	0	0

"serious" type of youth who may pose some risk to the community. At least in some instances, certain youths must obviously be handled in such a manner to account for their violent behavior.

Standards promulgated by national groups suggest that the detention decision be based on a verifiable history of offense or court involvement. This is founded on the premise that prediction of future activities is best approached by basing those predictions on past behavior rather than on unwarranted guesses about future behavior. Table RT5A examines one of those variables--whether or not a juvenile is awaiting a court appearance for a prior offense at the time of intake. Of those youths placed in juvenile hall, only twenty-one percent were actually awaiting such a court appearance at the time of intake. Of those placed in WPRC, only fourteen percent were awaiting such an appearance. Although this is not a significant proportion of the entire booked and referred population, it is interesting to note that all youths with some type of court history were placed in juvenile hall or WPRC. There were no youths awaiting a court appearance who were booked but released. Apparently the booking officer felt some reluctance to release a youth to a non-YGC setting if that youth was currently involved in court proceedings.

A significantly greater proportion of those youths held in the juvenile hall at the time of booking were involved with the court on a post-dispositional basis. Table RT5B indicates that 47.5 percent of all youths in the secure area of YGC were on probation at the time of their intake. Furthermore, more than half of those youths on probation were under supervision for committing a

TABLE RT5A

SELECTED COURT HISTORY AND OFFENSE HISTORY VARIABLES
AWAITING COURT APPEARANCE FOR A PRIOR OFFENSE

	<u>Juvenile Hall</u>	<u>WRPC</u>	<u>Booked but Released</u>
No	289	79	19
Yes, Serious Law Violator	34	5	0
Yes, Other Law Violator	12	0	0
Yes, Status	1	6	0
Yes, Supplemental Petition	10	1	0
Yes, Other	21	1	0

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TABLE RT5B
SELECTED COURT HISTORY AND OFFENSE HISTORY VARIABLES
JUVENILE ON PROBATION

	<u>Juvenile Hall</u>	<u>WRPC</u>	<u>Booked but Released</u>
No	193	66	18
Yes, Serious Law Violator	100	9	1
Yes, Other Law Violation	36	6	0
Yes, Status	6	9	0
Yes, Supplemental Petition	7	0	0
Yes, Other	25	0	0

serious law violation. These data begin to provide a little insight into the placement decisionmaking process at YGC. Recall that only about a third of the youths in the juvenile hall were accused of serious personal or property-type offenses. It became apparent at that time that other factors were also involved in the security-based placement decision. Table RT5B indicates that the repeated history of law violations may be entering the decision.

An additional court and offense variable--juvenile currently on parole at time of intake--is apparently not significantly linked to the decision to securely detain a youth. In fact, of all youths referred to the juvenile court and booked, only five such youths were on parole (in an aftercare program) at the time of intake (see Table RT5C).

Table RT6 examines additional factors which can be used to compare the apparent "seriousness" of the various booking populations--juvenile hall versus WPRC and released youths. Of the twenty-five youths with an out-of-county or out-of-state warrant at the time of intake, eight percent (twenty) were placed in the juvenile hall. Three more were placed in WPRC.

A variable traditionally assessed to determine a youth's potential risk to the court process is the "previous record of failures to appear for court hearings." A total of fifty-three youths were referred during the real-time survey who had such a record. Ninety-four percent of those cases were detained in the secure area of YGC. Only one was admitted to WPRC and none of the fifty-three were released. Again, although causal relationships cannot be

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TABLE RT5C
SELECTED COURT HISTORY AND OFFENSE HISTORY VARIABLES
CURRENTLY ON PAROLE

	<u>Juvenile Hall</u>	<u>WRPC</u>	<u>Booked but Released</u>
No	368	95	19
Yes, Serious Law Violator	3	1	0
Yes, Other Law Violator	0	0	0
Yes, Status	0	0	0
Yes, Supplemental Petition	0	0	0
Yes, Other	1	0	0

TABLE RT6
ADDITIONAL REFERRAL POPULATION CHARACTERISTICS

	<u>Juvenile Hall</u>	<u>WPRC</u>	<u>Booked but Released</u>	<u>Nonbooking</u>
WARRANT				
Yes	20	3	1	1
No	362	96	18	541
FAILED TO APPEAR FOR PRIOR HEARING				
Yes	50	1	0	2
No	331	98	19	540
NUMBER OF TIME BOOKED IN THE PAST TWELVE MONTHS				
None	127	37	16	503
One	66	23	1	26
Two to Four	132	25	1	9
Greater than Four	58	14	1	4

confirmed through simple cross-tabulations, it would appear from the significant proportion of juveniles with failure-to-appear histories who were detained that, at least in some instances, this factor may have entered the detention decision. If nothing else, the juvenile hall population probably poses a higher risk in the aggregate of interrupting future court proceedings than the other booked youths.

Probably one of the most interesting findings of the real-time survey is that a significant proportion of youths placed in the juvenile hall have been booked at YGC within the past twelve months. Approximately two-thirds were booked at least once during that time period and as many as half were booked two or more times. In other words, a majority of these youths were not "newcomers" to the system and had instead been involved, at least to the extent of a prior booking, in the recent past. A review of the WPRC cases indicates a similar relationship in which those released after booking most often had no prior bookings at YGC.

The length of stay for out-of-home placements provides clues into the use of pretrial settings for various population types referred to YGC. An examination of the length-of-stay information presented in Table RT7 indicates that nearly half of the youths placed in the secure facility were released within seventy-two hours (46.4 percent). Similarly, 49.9 percent of those youths placed in WPRC were released within seventy-two hours. Conversely, about thirty percent of all youths detained during the real-time survey were held longer than one week in the secure facility and about thirty-six percent of

TABLE RT7
LENGTH OF STAY FOR OUT-OF-HOME PLACEMENTS
NUMBER OF PERCENT

<u>Hours</u>	<u>Secure Juvenile Hall</u>	<u>WPRC</u>
0 to 6	26 (6.9)	10 (10.6)
7 to 12	8 (2.1)	4 (4.2)
13 to 24	60 (15.9)	14 (14.9)
25 to 72	81 (21.5)	19 (20.2)
72 to one week	87 (23.1)	13 (13.8)
Longer than one week	53 (14.1)	16 (17.0)
Still in custody*	61 (16.2)	18 (19.1)

Note: Figures exclude commitments.

Totals do not equal setting totals due to missing length-of-stay values.

*Juveniles who, at the end of the survey period, were not yet released. It is known that nearly all have been detained greater than one week.

TABLE RT8

REASON FOR RELEASE FOR YOUTHS DETAINED
LESS THAN 72 HOURS
NUMBER AND PERCENT OF TOTAL

<u>Reason</u>	<u>Juvenile Hall</u>	<u>WPRC</u>
Parents Located	9 (5.1)	0
No Evidence	12 (6.8)	2 (4.5)
No Risk	86 (48.9)	9 (20.4)
Court Order	32 (18.2)	4 (9.1)
Release to Other Jurisdiction	10 (5.7)	4 (9.1)
Walkaway	0	14 (31.8)
Return to LCR	8 (4.5)	1 (2.3)
Placed in Community	4 (2.3)	1 (2.3)
Willing to Return Home	0	3 (6.8)
AWOL	2 (1.1)	0
Suicidal	2 (1.1)	0
Home Pass	2 (1.1)	2 (4.5)
No Police Report	1 (0.6)	0
Other, Unspecified	8 (4.5)	4 (9.1)

Note: Missing data excluded from percentages.
Percentages may not total 100 due to rounding.

those referred to WPRC were detained for greater than one week. A natural reaction upon examining these data is to ask why these juveniles needed to be detained at all if such a significant portion of them were held for such a short duration. Table RT8 presents the reason for the release of youths who were detained less than three days.

Nearly half of all youths detained in the juvenile hall for less than seventy-two hours were released because they represented "no risk" to the community or the court process according to survey respondents. Another eighteen percent were released per order of the court presumably because they too represented no risk. In addition, about seven percent were released in a shortly because there was no evidence with which to pursue the case against the juvenile. Although it may be considered naive to presume that a youth who was released because he or she was considered no risk within seventy-two hours of his or her admission to the juvenile hall is an indicator that these youths probably did not require secure detention, it at least suggests that they could probably be handled conveniently in other less restrictive settings.

At WPRC the major "reason for release" was actually not a reason at all. Instead, nearly one-third of all youths who left WPRC within three days did so as "walkaways", i.e., they left of their own accord. (Of all youths held at WPRC during the survey period, approximately twenty-six percent left as walkaways.) As within the juvenile hall, a significant number of the youths at WPRC were also released when it was discovered that it did not present a risk.

Although caution is urged when reviewing and interpreting the length of stay information, it is still interesting to note that a large proportion of both the juvenile hall and WPRC population were released because they did not pose a risk. It is for these types of juveniles that it will be necessary to expedite the investigation process in the future so that other, more appropriate placement resources can be located and used if necessary. Such resources will also be useful for that proportion of the juvenile hall population who were released simply because their parents were located (about five percent).

-- Placement Preferences

The method for evaluating the appropriateness of the placement decision without making subjective determinations of "seriousness" or "risk" is simply to ask the probation personnel for the manner in which they would have preferred to handle a specific case if a wide range of options were available. Since system improvements in any jurisdiction are most effective when locally inspired and developed, it can be crucial to account for the collective experiences of placement decisionmakers. By examining actual placements and contrasting them to the preferences of intake workers, it is possible to determine whether other options, if made available, would be used in lieu of secure juvenile detention under current placement philosophies.

In order to assess the preferred placement for each referral to the survey, questionnaire respondents were asked to provide both the actual intake disposition and the location where they would have placed the youth if the option

TABLE RT9
ACTUAL PLACEMENT VERSUS PREFERRED

	<u>Secure Juvenile Hall</u>	<u>Nonsecure YGC</u>	<u>Releases</u>
Release	1	3	3
Conditional Release	25	2	10
Home Detention	5	0	2
YGC Secure	319	29	2
YGC Nonsecure	10	53	0
Emergency Foster Care	2	1	0
Emergency Shelter	0	4	0
Other, Not Specified	2	1	2
None Specified	<u>19</u>	<u>6</u>	<u>0</u>
Total	383	99	19

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were made available. The options presented on the questionnaire were: release; conditional release; home detention; YGC secure; YGC nonsecure; emergency foster care; emergency shelter; and unspecified others. The results of this aspect of the survey are summarized in Table RT9.

Of those placed in the secure area of YGC, intake personnel would have detained approximately eighty-eight percent of those youths even if other options had been made available to them (319 of 364). The remaining twelve percent would have been released to less restrictive settings. It is interesting to note that twenty-six of the 364 cases for which there was a response would have been released directly to parents or guardians under other circumstances. Since release is an existing alternative to secure detention, a question arises as to why these twenty-six youths were detained. Although the cause is difficult to ascertain without additional interviews or other data collection, it is reasonably safe to assume that some proportion of these youths were detained simply because release could not be arranged. Although they are not a significant segment of the referral population, it becomes obvious that even to probation department staff there are instances when a wide range of alternatives would make the system more responsive to the needs of the community's juvenile population.

Considering the acceptance of a "least restrictive philosophy" by the San Francisco Juvenile Court, the distribution of preferred placements for those youths actually released to WPRC is of some concern. Table RT9 indicates that approximately twenty-nine percent of the youths placed in the nonsecure

component of the Youth Guidance Center would have been detained in the secure residential area if possible. This indication of "net widening" is probably a reaction to the frustration of dealing with status offenders and other less serious offenders who continually circumvent the system by avoiding services and supervision while regularly walking away from nonsecure settings. The gains made toward a "least restrictive model" (and measured here under worker preference) are offset by the increases noted in secure detention preferred for many nonsecure cases.

Even among those youths who were released at the time of booking, at least two would have been held securely if probation officers had a preference.

Although the total is small enough to be considered anomalous for this survey, it has already become apparent that any alternative to the traditional YGC placement option will have to be soundly developed if, for no other reason, to provide a level of supervision in which San Francisco probation staff feel comfortable using.

-- Referral Survey Findings Summarized

The referral survey does have some limitations. For example, there are missing data among certain variables such as preferred placement and certain historical data. Yet the information does provide sufficient detail to conclude the following:

- Only a low percentage of youths currently booked at YGC are released to their parents or guardians before admission to the facility's receiving unit.

- Not all juveniles referred to YGC have committed serious crimes. Apparently there are factors other than offense which result in referral to the juvenile court and subsequent detention in the secure component at YGC.
- Police are apparently making informal "placement decisions" in the field, based on the fact that nearly as many serious personal offenders are referred to the probation department through nonbooking status as are referred to intake at YGC during the real-time survey.
- Many of the youths who are referred to probation and intake have lengthy court and offense histories. These histories may account for the decision to detain a youth securely in a high percentage of cases.
- The average length of stay for nearly half of the juvenile hall and WPRC population is less than seventy-two hours. When this finding is compared to another which indicates a large proportion of the juveniles referred to probation and detained at YGC have not committed serious crimes, it implies that alternatives to secure detention can be a viable and integral part of the San Francisco probation and court plan.
- A high percentage of youths booked at YGC for which they are preferred to a secure setting. This preference can be found among youths

placed in both the secure program and, to a lesser degree, the nonsecure program at YGC. Probation staff apparently are currently most comfortable with the use of YGC to insure that the youth will not jeopardize the community or the court process, and that the youth receives the services deemed most appropriate.

Yet despite this review of the referral data, it still does not address the central questions of, just how serious of a risk is the referral population, and what percentage of that population warrants continued secure detention? The model simulations and projections in the following sections review that aspect of the referral survey.

Detention Criteria: The Model

-- Theory and Model Development

In recent years the question of the appropriate use of secure detention for juvenile offenders has generated considerable debate. Many factors have combined to fuel the discussion, including the issues of public protection, fairness to juvenile offenders, and minimization of any negative aspects of incarceration upon youths. While all would agree that each of these is important, the dilemma arises in attempting to determine an appropriate detention policy that maximizes each of these concerns. How do we attempt to achieve a balance between the issues of community safety and individual liberty?

Traditionally, legislation authorizing secure detention of juveniles has included rather vague language such as "the youth presents a danger to himself

or society" or that "detention is in the best interest of the youth." Such statutory authority placed great discretion in the professional judgement of the juvenile court as to which youths should be securely detained prior to adjudication. Empey (1977) and Frazier and Bishop (1985) summarize the contentions of others (i.e., Pawlak, 1977 and Trippit, 1978) in suggesting that the decision to detain an accused juvenile offender is a "function of arbitrary administration discretion" (Empey, 1977:173) and that detention often occurs even when unnecessary. This highly discretionary situation has resulted in the lack of consistent criteria upon which detention decisions are based. Prior research has noted the wide variation in the factors associated with detention across jurisdictions.

A survey of placement referees by Sumner (1971) found that variables considered important in placement decisions included a juvenile's number of prior detentions, whether the current offense is his/her first, the number of prior offenses, the seriousness of the offense, a past record of assaults, and the likelihood of running prior to an adjudication. However, Cohen and Kluegel (1979) claim that many feel that socio-economic status, gender, and lifestyle can influence a detention decision. In fact, in addition to the factors noted by Sumner, other variables have been found to be crucial in detention--court type (due process versus *parens patriae* orientation), offender sex and offense type, referral source, and activity level (i.e., in school and employed) (Cohen and Kluegel, 1979; Cohen, 1975; and Pawlak, 1977). In the view of many juvenile justice experts such wide discretion, coupled with the fact that there were no guidelines structuring the detention

decision, increased the numbers of youths who were unnecessarily detained in order to meet the objective of public protection. Such practices are viewed not only as an inappropriate restriction of liberty but also a wasteful expenditure of public funds.

As a response to this criticism of juvenile detention practices, the American Bar Association (IJA-ABA, 1980) and the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC, 1980) proposed the establishment of written rules and guidelines to govern the pretrial court process. Central to these recommendations was the development of secure detention criteria. These recommended policies were to consist of guidelines that would provide juvenile court decisionmakers with a structure and rationale for the use of secure detention. Emphasized in these criteria were demonstrated seriousness of delinquent behavior, either through the nature of the current offense or a recent history of serious delinquencies. It was maintained that through the implementation of such policies inappropriate detention could be minimized and public protection maximized.

Studies on the effect of national standards criteria have supported this contention. An investigation of detention practices in two urban and two rural counties indicates that jurisdictions which use criteria similar to that proposed in national guidelines have experienced neither a significant rate of failure-to-appear for hearings nor a high rate of rearrests (Community Research Forum, 1980). These findings are further substantiated in the Office

of Juvenile Justice and Delinquency Prevention's final report of the National Jail Removal Initiative (Community Research Center, 1984).

-- The National Standards Model

In order to properly evaluate the effects which detention criteria would have on the existing San Francisco Juvenile Court referral population (specifically, existing secure detention population), an eligibility model had to be devised. Prior research (Mulvey, Saunders, and Repucci, 1980) indicate that criteria be based upon four guiding principles:

- (1) The exclusion of criteria no in agreement with the short-term predispositional function of detention;
- (2) The exclusion of criteria requiring the prediction of future behavior of the juvenile;
- (3) A focus upon criteria which refer to specific and ascertainable circumstances, situations, events and/or offenses; and
- (4) Exclusion of criteria not in legal agreement with state statutes and not in agreement with the intent of national standards.

The detention standards promulgated by the National Advisory Committee for Juvenile Justice and Delinquency Prevention provide a solid foundation for the development of similar guidelines in San Francisco.

The NAC Standard 3.152, "Criteria for Detention in Secure Facilities--Delinquency" reads as follows:

- "Juveniles should not be securely detained unless:
- a. they are fugitives from another jurisdiction;

- b. They request protection in writing in circumstances that present an immediate threat of serious physical injury;
- c. They are charged with murder in the first or second degree;
- d. They are charged with a serious property crime or crime of violence other than first or second degree murder which if committed by an adult would be a felony, and
 - i) They are already detained or on conditioned release in connection with another delinquency proceeding;
 - ii) They have a demonstrable recent record of willful failures to appear at family court proceedings;
 - iii) They have a demonstrable recent record of violent conduct resulting in physical injury to others;
 - iv) They have a demonstrable recent record of adjudications for serious property offenses.
- e. There is no less restrictive alternative that will reduce the risk of flight, or of serious harm to property or to the physical safety of the juvenile or others" (National Advisory Committee, 1980).

The intent of the National Advisory Committee Standards is to provide a level of objectivity and specificity at the intake point for detention in secure predispositional facilities. While these standards provide a solid basis for developing local guidelines, experience has shown that most jurisdictions take issue with the provision in the standards that allows solely for a charge of first or second degree murder to be the felony offense identified, without any prior delinquent history, which alone permits a juvenile to be considered

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eligible for secure detention (CRC, 1984). Experience has also shown that expanding a list of felony offenses does not compromise the intent of the standards. Consequently, in an effort to encourage the development of criteria which are specific and objective and are based upon verifiable facts for decisionmaking rather than estimates of future behavior, the NAC eligibility model tested for San Francisco Juvenile Court referral population includes a list of felony offenses which alone can warrant consideration of eligibility for secure detention above and beyond that found in the NAC model:

- murder
- manslaughter
- rape
- negligent homicide
- aggravated battery
- kidnapping
- first or second degree arson
- aggravated criminal damage
- burglary
- armed robbery
- crimes against nature, first degree or aggravated
- assault and battery
- assault with a dangerous or deadly weapon.

Furthermore, the NAC eligibility model tested here adheres to the mandates of the Juvenile Justice and Delinquency Prevention Act which prohibits the confinement of status and nonoffenders in secure facilities. Finally, a point

of clarification concerning intake criteria for secure facilities involves statement "E" of the National Advisory Committee Standards:

- E. There is no less restrictive alternative that will reduce the risk of flight or of serious harm to property or to the physical safety of the juvenile or others.

Since this type of general, all-inclusive statement undermines the objectivity and specificity of a criteria model, thereby placing a great deal of discretion in the hands of individual intake workers, the model tested for the San Francisco Juvenile Court excludes this statement.

Therefore, the base NAC model tested here is as follows:

Juveniles should not be detained in secure detention unless:

- a. They are fugitives from another jurisdiction;
- b. They request protection in writing in circumstances that present an immediate threat of serious physical injury;
- c. They are charged with one or more of the following serious offenses:
 - murder
 - manslaughter
 - rape
 - negligent homicide
 - aggravated battery
 - kidnapping
 - first or second degree arson
 - aggravated criminal damage

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- burglary
 - armed robbery
 - crimes against nature, first degree or aggravated
 - assault and battery
 - assault with a dangerous or deadly weapon.
- d. They are charged with murder in the first or second degree;
- e. They are charged with a serious property crime or crime of violence other than first or second degree murder which if committed by an adult would be a felony, and
- i) They are already detained or on conditioned release in connection with another delinquency proceeding;
 - ii) They have a demonstrable recent record of willful failures to appear at family court proceedings;
 - iii) They have a demonstrable recent record of violent conduct resulting in physical injury to others;
 - iv) They have a demonstrable recent record of adjudications for serious property offenses.

By expanding the index of felony-type offenses, and showing that the criteria are gathered by objective and specific facts or events, that the mandates of the Juvenile Justice and Delinquency Prevention Act are carried out and that statements which allow the secure placement of virtually any delinquent offender are eliminated from consideration as criteria, placement guidelines are hereby proposed for the San Francisco Juvenile Court which are conducive

to the goals of secure detention. The final model tested below is identical to the National Advisory Committee model presented above with two exceptions:

- (1) Item "C" has been expanded to include the list of felony-type offenses listed above.
- (2) Item "E" has been dropped from the model due to its subjective nature.

Many jurisdictions have successfully implemented these criteria for assistance and guidance in the detention decision. In fact, twenty-three jurisdictions involved in a Federal initiative designed to reduce reliance on secure detention and jail for predispositional cases were decrease detentions by one-third due in large to the implementation of criteria.

-- The Local Model

As useful as NAC-type detention standards can be in reducing placement irregularities, blanket application of these criteria will not always reflect the court's opinion regarding perceived local community safety. Further, the court may feel an obligation to insure that youths with outstanding warrants from other jurisdictions are securely detained. For these reasons, locally developed criteria usually reflect concerns of the local court, yet are designed to protect the community from the actions of serious juvenile law violators and are based on evaluations of ascertainable events, rather than predictors of future behavior. In San Francisco, these criteria are as follows:

Detention will only be permitted upon determination by Probation staff that the minor meets one of the following criteria:

1. Court orders (transfer-in, certifications).
2. Warrant.
3. The minor is alleged to have committed an offense listed in Section 707(b).
4. The minor has a prior adjudication for an offense arising out of a separate criminal episode listed under section 707(b) within the past year.
5. The minor has a history of frequent arrest and adjudication with last adjudication by the court or admonishment by Probation staff to have occurred within 90 days of current arrest.
6. The minor has a history of remaining away from home for weeks at a time and is arrested while away from home.
7. The minor is alleged to have committed a non-violent crime and his/her parents are not available. In these cases, the admitting probation officer will make persistent efforts to locate the parents, guardian or responsible relative in order to release the minor.

However, these criteria do not completely embrace the spirit of national standards and are in some manner a reflection of the limited predispositional alternatives available to probation staff. For example, runaways and juveniles whose parents are unavailable for some reason are both eligible for secure detention under strict interpretation of these guidelines. If alternative services were available for these offenders types, secure detention would be unnecessary.

In order to address the concerns of specificity and objectivity expressed in national standards, the purpose and intent of secure detention as outlined by Mulvey and Saunders, and reflect the Juvenile Court's concerns about public safety, a second criteria model was therefore developed. This model proposes

current offense, prior arrest, and adjudicatory history as eligibility criteria and is based on current detention standards theory. The base model tested here is as follows:

Detention will only be permitted upon determination by Probation staff that the minor meets one or more of the following criteria:

1. Court order
2. The minor is alleged to have committed an offense listed in 707(b):
 - Murder
 - Arson of an inhabited building
 - Robbery while armed with a dangerous or deadly weapon
 - Rape with force or violence or threat of great bodily harm
 - Sodomy by force, violence, duress, menace, or threat of great bodily harm
 - Lewd or lascivious act as provided in subdivision (b) of Section 288 of the Penal Code
 - Oral copulation by force, violence, duress, menace, or threat of great bodily harm
 - Any offense specified in Section 289 of the Penal Code
 - Kidnapping for ransom
 - Kidnapping for purpose of robbery
 - Kidnapping with bodily harm
 - Assault with intent to murder or attempted murder
 - Assault with a firearm or destructive device
 - Assault by any means of force likely to produce great bodily injury
 - Discharge of a firearm into an inhabited or occupied building
 - Any offense described in Section 1203.09 of the Penal Code
 - Any offense described in Section 12022.5 of the Penal Code
 - Any felony offense in which the minor personally used a weapon listed in subdivision (a) of Section 12020 of the Penal Code
 - Any felony offense described in Section 136.1 or 137 of the Penal Code
 - Manufacturing, compounding, or selling one-half ounce or more of any salt or solution of a controlled substance specified in subdivision (e) of Section 11055 of the Health and Safety Code
3. There is a prior sustained adjudication of a 707(b) offense within the past year and the current offense is a serious property crime in excess of \$400.
4. The youth is a CYA or LCRS parolee and released within the past six months and is arrested for a felony.

5. Warrant.
6. At the time of the arrest, there have been two prior arrests within 90 days and diversionary services have been employed.

What results is two estimates of bedspace needs, one according to NAC-type guidelines, and one developed with the intent of the NAC guidelines in mind, yet with the advantage of being reflective of the concerns of the Juvenile Court and Probation Department. The advantage of reviewing both models is that it allows for the comparison of the effects of the tight NAC model with a compromise model which combines features from current criteria and national standards. The most relevant means of comparison is through bedspace estimates.

Detention Criteria: Model Simulation and Projections

The San Francisco Juvenile Court real-time survey was conducted in a manner which allows for the testing of each statement proposed for criteria scenario described above. The criteria correspond directly to data fields on the questionnaires. Table RT10 shows the results of the application of both criteria models to the referral population at YGC. Of the 383 youths referred to the predispositional program and the juvenile hall, only thirty percent would be eligible under the NAC-type criteria scenario. Two hundred and sixty-eight of the original 383 juveniles would not be eligible for secure detention and would instead be candidates for release to parents (under supervision of the court) or to other community-based less secure alternatives.

TABLE RT10

ELIGIBILITY FOR SECURE DETENTION
BY CRITERIA SCENARIO
Number and Percentage

	<u>NAC-Type Criteria</u>		
	<u>Secure YGC</u>	<u>Nonsecure YGC</u>	<u>Nonbookings</u>
Eligible	115 (30.0)	3 (3.1)	73 (13.5)
Not Eligible	268 (70.0)	96 (96.9)	469 (86.5)
<u>Locally Specific Criteria</u>			
	<u>Secure YGC</u>	<u>Nonsecure YGC</u>	<u>Nonbookings</u>
Eligible	193 (50.4)	20 (3.1)	73 (13.5)
Not Eligible	190 (70.0)	79 (96.9)	472 (86.5)

The locally based criteria would allow for the predispositional detention of about forty percent more youths; approximately half of the juveniles placed in secure detention at YGC during the forty-five day survey period. The increase in eligibility under this scenario reflects youths charged with certain drug-related offenses and those with outstanding warrants. Despite the increase in admissions permissible under this model, it still reflects a fifty percent decrease in admissions during the real-time survey.

Regardless of the criteria model selected, it would appear at first glance that a policy to implement the criteria package tested here would result in the release of many juveniles previously considered high risk and therefore securely detained. However, such a policy would most likely force the development of a different scenario. Remember that prior research has continually indicated that conscientiously applied and carefully monitored detention criteria will result in a youth-serving system which has no greater increase in recidivism or failure to appear for court appearances than security-oriented models. In fact, the reliance on least restrictive alternatives would force a strong commitment to a community-based supervision model, enhancing the normalization of the youth throughout the court process with the realization of additional cost savings in operational expenditures. These savings are realized primarily through reductions in the reliance on secure detention bedspace.

It is also important to understand that the detention standards tested here are guidelines, not mandatory conditions for predispositional confinement. As

such, certain youths eligible for detention would not be held securely if other less restrictive options were available. When booking probation officers were asked to select their preferred placement option for those youths who were eligible according to this model for secure detention, twenty-three youths would have been released to a less restrictive setting if it were available. The number of youths who were both eligible and preferred to secure detention during the real-time survey was 170.

It is estimated that the total number of beds required under the proposed NAC placement guidelines would be thirty-eight. The average daily population for such a model is twenty-three juveniles, while an adjusted total to account for an eighteen percent population peak increases a maximum population level to approximately twenty-seven youths. The thirty-eight beds account for a forty-two percent increase in at-risk population size during the next twenty years (see Table P4).⁵ The bedspace estimate of thirty-eight is calculated as follows:

BEDSPACE ESTIMATES--NAC MODEL

- (1) Number of youths eligible for secure detention, real-time survey
dates = 115 eligible youths
 - (2) Number eligible and preferred to secure detention = 102 youths
 - (3) Adjusted average length of stay = 10 days
-

⁵The eighteen percent population peak is calculated from monthly admission rates during the past two years. The difference between the average admission figure per month for the period of the real-time survey and the peak admission figure was approximately eighteen percent. This amount was added to the average daily population to account for seasonal fluctuations.

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- (4) 102 eligible youths x 10 days = 1020 person days
- (5) 1020/45 days survey period = 23 ADP under criteria scenario
- (6) 23 plus 18% population peak = 27 adjusted ADP
- (7) 27 adjusted ADP plus 42% at-risk population peak = 38 beds

A major assumption of the bedspace projection is that the juvenile court will be able to reduce the average length of stay to ten days from the twelve days recorded in 1985. A ten day average stay at YGC is not without precedent--the ALOS in both 1981 and 1982 was ten days before rising to twelve days in 1983. Increased accessibility to effective predispositional community alternatives will help drive down the time spent in secure detention. In theory, improved early diversion will reduce the court caseload, in turn reducing the time between booking and hearing.

Secondly, it also assumes that detention criteria are only one aspect of a multi-faceted detention plan. A lack of viable alternatives and a mechanism to access those alternatives would serve only to prevent the appropriate application of the criteria and undermine the Department's ability to safely reduce current secure detention levels. Examples of predispositional alternatives used in other urban communities around the nation include:

- emergency shelter care which is designed to provide immediate shelter for youths in crisis who need a place to stay;
- home detention programs which permit youths to reside in their own homes pending a court appearance under intensive supervision by probation staff on a daily basis;

- emergency foster care for youths who require short-term personal attention in a stable, home-like environment, yet are not afforded adequate supervision in their parent's home;
- residential intensive supervision for youths who might otherwise be detained, but who can be placed in a nonsecure setting under close supervision.

The second criteria model requires an identical commitment to the creation of alternatives and accessibility to those programs and settings by probation staff. Application of the model would also significantly reduce the detention population (admissions would have decreased by about fifty-six percent during the real-time survey from 383 to 170 eligible and preferred to secure detention). Yet, the bedspace requirements are about two-thirds greater than that estimated for the NAC-type model--sixty-three beds would be necessary to meet the court's predispositional needs over the coming years. The average daily population under the local criteria scenario is thirty-eight, and the sixty-three figure represents seasonal and peak year adjustments. The bedspace calculations are presented below:

BEDSPACE ESTIMATES--LOCAL MODEL

- (1) Number of youths eligible for secure detention, real-time survey dates = 193 eligible youths
- (2) Number eligible and preferred to secure detention = 170 youths
- (3) Adjusted average length of stay = 10 days
- (4) 170 eligible youths x 10 days = 1700 person days
- (5) 1700/45 days survey period = 38 ADP under criteria scenario

(6) 38 plus 18% seasonal population peak = 45 adjusted ADP

(7) 45 adjusted ADP plus 42% at-risk population peak = 63 beds

In summary then, this review of detention standards on the real-time survey population has shown that a significant reduction in the number of youths who require predispositional secure detention can be realized. As demonstrated earlier, adequate supervision and appropriate resources can insure that a new placement program can still offer the safety for the community and the court process as well as provide the added benefits of maintaining overall operational costs and normalizing the juvenile court process for preferred youths. Of course, the criteria model upon which this is based is a critical factor and, as such, costs and eligibility levels are driven by this internal policy. The juvenile court and probation department may find that they would be comfortable with a detention policy more closely aligned with one of the two models assessed above. Nonetheless, this review provides evidence that regardless which model a new criteria system is based upon, the effect which such guidelines can have for the court and the case handling system under a new detention policy will be substantial.

Court Dispositions and Correctional Classification

A major aspect of the planning process revolves around an accurate assessment of the correctional classification mechanism currently employed by the San Francisco probation department. A thorough understanding of the processes which are used to identify post-dispositional needs is a integral component of the holistic premise upon which this plan for action is based. By

standardizing the supervision practices which accompany dispositional decisions, a juvenile court can, in theory, bring structure and consistency to decision-making, establish an appropriate supervision level for disposed youth, better allocate limited resources, and improve the efficiency of supervision services.

The goal of this section is to establish the groundwork for a risk classification system which can be used by probation staff in their daily interactions with disposed youths. Such a system will standardize the risk decision-making process, classify youths according to that process, and provide the probation staff with a fast and efficient tool for establishing levels of supervision. The classification mechanism will be based upon the precepts which guide the the entire program assessment phase, specifically:

- The Juvenile Court and Probation Department are not isolated units working with particular types of children, but are part of a network of agencies that include education, social services, health, and mental health, and
- Each youth be detained in the least restrictive environment possible consistent with public safety, the integrity of the court process, and the best interest of the youth.

Based on these principles, the classification model provides a method for increasing reliance on community-based options regardless of whether the services are provided by the Probation Department or the community itself.

In order to properly assess the effects of a classification model for the Probation Department, a random sample of court files for disposed youths from the preceeding calendar year was selected and analyzed. The sample provided additional information related to family, court, and offense history and other factors traditionally related to classification plans. The purposes of the analysis is not to judge the appropriateness of the existing risk assessment procedures; rather it is designed to determine the process necessary to implement a standardized classification system and, if possible, to assess the effect which such a system will have for Probation and Court staff. The classification assessment begins with a brief overview of the existing supervision system.

-- The Probation and Supervision Process

Although youths which come into contact with the San Francisco juvenile court can pass through the system through a variety of paths, a majority of those for whom supervision is eventually prescribed are typically processed in an established pattern. Regardless of whether a youth is initially introduced to the court process through booking procedures (e.g., referred directly to the Youth Guidance Center by law enforcement, self, parents, or other authority) or nonbooking procedures (e.g., referred to Probation through citations initiated by law enforcement), all youths are subject to investigation by the Intake Department.

The Intake unit is responsible for the initial placement decision⁶ (based upon the risk which the youth presents to himself, the community, or the court process), investigation of the circumstances surrounding the alleged 601 W&I, 602 W&I, or other delinquent activities, the determination that a petition should be filed in accordance with Section 652/653 of the California Welfare and Institutions Code, and the preparation of a Social History report.

It is the Social History report (also referred to as the Probation Officer's Investigation and the Dispositional Report) which the presiding Juvenile Court Judge relies upon to make informed decisions regarding the status of disposed youths. Sections 1307 and 1308 of the W&I Code provide guidance into the content of the report, and list those factors which the Intake Probation Officer should consider during investigation. The report concludes with recommendations by the investigating Probation Officer's evaluation and plan. Essentially a supervisory plan, the recommendations outline the activities deemed most appropriate after consideration of the events surrounding the violation, the juvenile's prior court records (if applicable), parental supervision and involvement, academic progress and involvement, and available alternatives.

Although the Juvenile Court Judge who establishes the eventual supervision plan may not order the disposition recommended by the Probation Officer--facts

⁶Placement decisions from midnight to 8:00 a.m. are the responsibility of Senior Counselors.

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which surface during the hearing itself are obviously a consideration--the Report nevertheless provides a substantial portion of the facts upon which the Judge must base his or her decision.

Provided that a petition is sustained and a youth is adjudged to be delinquent, there are a variety of dispositional alternatives to which he/she may be subject. They include, but are not limited to, fines, restitution, community service, commitment to the California Youth Authority for placement in a training school or other state-level residential setting, placement in San Francisco's Log Cabin Ranch of B1 programs, formal probation, and placement in community care facilities (see W&I Code Sections 725 through 742).

During the course of the supervision of a youth's activities as a ward of a court, and while active in one or more of the dispositional alternatives described above, a supervising Probation Officer may determine that the youth has violated the terms probation imposed by the court. When this occurs, it is the responsibility of the supervising Probation Officer to file a Supplemental Petition, stating the circumstances surrounding the new petition, and recommending an amended supervision plan.

Aside from these responsibilities, the supervising Probation Officer is also responsible for monitoring adherence to the provisions of Voluntary Probation. If, according to Section 654 of the W&I Code, the "interest of the minor and the community [can] be protected" by supervising a juvenile informally following alleged status or delinquent activity, the probation

officer should pursue this option in lieu of filing a petition. He/she then monitors a youth's progress in the probation program.

The probation model currently employed by the County and City of San Francisco does provide certain benefits. For example, the probation officer's tasks are defined according to discrete aspects of the court process (i.e., predispositional versus postdispositional) allowing for concentration on specific functions as well as intimacy with the resources available to service the youth.

Yet interviews with probation staff indicate disadvantages as well. The switch in probation personnel during a youth's court involvement can lead to inconsistent handling due to opposing probation/treatment philosophies among probation staff. Mixed messages can be the result.

A correctional classification system can serve to alleviate these problems by providing consistency in supervision levels among offender types based on number of measurable court, offense, and supervision attributes. The following provides a description of the role which such a system can have for the probation department according to classification theory and significant findings from other jurisdictions.

-- Risk Classification: Theory and Goals

For those youths disposed by the court to a community setting or program, the issue of supervision becomes a key aspect of the probation department's

concerns. The court and probation are interested in the welfare of the minor, while remaining mindful of certain supervision goals:

- The restriction of future delinquent or status behavior.
- The regulation of the disposed youth's activities and behavior.
- The restriction of negative influences.
- The provision of required services.
- The encouragement of social activities designed to reincorporate the youth into the community (e.g., school attendance, extra-curricular activities, and so on).

The juvenile court and probation department expect that during the assessment which leads to the supervision function, social, family, personality, and historical factors can be identified and used to establish an effective treatment program.

Society expects that the prescribed treatment program and subsequent supervision process will result in dramatic decreases in "criminal and other anti-social activities. . . and the reestablishment or initiation of more positive behavioral patterns. . . associate[d] with pro-social development" (Greenwood 1986: 6). The science of juvenile corrections and probation is frustrating because it relies heavily on perceptions of a youth's willingness to conform to the terms of his/her supervision program. That is, will a probationer become a jeopardy to the community in which he or she is placed? Although the process of supervision continues unhindered, the goals of that process are often left unfulfilled.

In an attempt to improve the chances for success in the supervision system, a majority of jurisdictions have developed classification programs. This probation feature is designed to enhance a department's ability to determine the level of risk which a youth represents and improve equitable accessibility to limited resources for juveniles in need. As such, classification has become more than a rehabilitation tool--it is an integral component of a probation department's management system.

The National Institute of Corrections provides clarity on the management issue: "Classification systems are designed to bring structure and consistency to decision-making. . . the NIC Model Classification Project combines elements of control and casework with three classification purposes to form an integrated approach to probation and parole" (NIC 1981).

Such a system should, according to the NIC:

- Provide a rationale for deploying agency resources.
- Enable administrators to make efficient use of available staff.
- Avoid providing services to offenders who do not require them.
- Assist in the identification of the needs and risk of each youth.
- Provide a system for effective case management and planning (Baird n.d.).

Clear and Gallagher (1985) identify three levels within classification systems. The first is essentially no system at all; arbitrary and ambiguous decisions are made regarding probationer risk. The second represents systems

where efforts have been made to introduce an effective and quantifiable scheme to previously unsophisticated systems, but the new models are merely duplications of existing formats and are introduced to the new network in unedited fashion. Wholesale application of another jurisdiction's classification system can have serious shortcomings for the implementing agency. The final level, "fully operational classification," represents a situation where a system was borrowed from theory or other jurisdictions and over a course of several months fine-tuned to meet the needs of the implementing probation department.

Fully operational classification systems provide a number of advantages over less fully developed programs. First, they standardize supervision practices and provide a system on which all staff can be singularly trained. Second, there is increased accountability among probation staff since the system standardizes procedure and forces the development of policy. Third, there is an enhanced ability to compete for limited resources. The fully documented and quantified classification system provides evidence of caseload demand which impact of workload-based budgeting and can be used to estimate the effects of policy changes (Clear and Gallagher, 1985; Bemus et al, 1983).

-- Classification Models

Application of a fully operational system establishes appropriate supervision levels, provides for better allocation of resources, and allow for more effective supervision. The NIC Model Probation/Parole Management Project and the Isthmus Model (Baird, 1984) suggest that these improvements are due to the

multi-faceted aspect of classification systems. A good model will be established according to certain elemental precepts:

- A classification system based on risk of continued criminal activity and the youth's need for services.
- A management information system designed to enhance planning, monitoring, evaluation, and accountability. This is important if probation officers are to develop effective case plans and select appropriate casework strategies.
- A workload deployment system which allows agencies to effectively and efficiently allocate their limited resources.

Combined, these systems provide assistance to all of those responsible for implementing the network--administrators, supervisors, and line staff (Baird, 1984).

Although the specific procedures, policies, and assessment factors which characterize individual classification programs would be unique to a particular jurisdiction, there are certain elements common to all systems.

- (1) They assess the risk that a certain act will occur; an event which will put the community in jeopardy. The probability that the youth will commit an offense or violate the terms of his or her probation are scaled.
- (2) There is an assessment of the need for services which the client requires through quantification of potential problem areas--i.e., drug and alcohol abuse, truancy, running away, educational difficulties, health problems, etc. .

- (3) They group probationers into discrete supervision categories.

Although the potential number of classifications is unlimited, it is usually limited to three--low risk of recidivism or probation violation, medium risk, and high risk. The risk scale is often a product developed through a point system in which known patterns of past behavior and current environment can be quantified. For example, the greater the extent of a juvenile's history in delinquent behavior, the higher the score and the greater the perceived risk.

- (4) Standards of supervision are established according to risk group.

Calhoun County, Michigan, for example, has established a range of supervision activities dependent upon measured risk--from a paper program which involves limited contact between the probationer and the probation officer to intensive probation which is characterized by face-to-face contacts and additional investigation (Draugalis, 1984).

The Minnesota Department of Corrections has developed a classification system for inmates which establishes principles upon which the department's supervision and classification scheme is based. The nine principles, as developed by a Task Force on Inmate Classification are:

- (1) Minimize risk to the public;
- (2) Minimize risk to other residents and staff;
- (3) Minimize breaches of security;
- (4) Minimize system risk;
- (5) Minimize institutional disruption;

- (6) Minimize security levels;
- (7) Maximize fairness;
- (8) Maximize the objectiveness and quantitative nature of all classification criteria; and
- (9) Maximize inmate understanding of the classification system and inmate participation in program decisions (Larimore and Hutchinson, n.d.).

The Minnesota principles are not directly related to the needs of the San Francisco Probation Department, since they are targeted toward an adult residential system. Nevertheless, it can be seen by reviewing these operational tenets that a classification philosophy is a critical aspect of the entire planning process. Just as the Minnesota DOC developed a classification policy to guide their supervision process, the San Francisco Juvenile Probation Department will have to do as well. Not only do they provide a mission statement and force the issue of policy development early in the implementation stages, they also offer a base from which to measure the effectiveness of any proposed programs.

The American Bar Association proposes that five general principles guide the administration of juvenile courts:

A. Control and care.

The administration of programs from adjudication juveniles should provide for the degree of control required for public protection, as determined by the court, and a safe, human, caring environment that will provide for normal growth and development.

B. Least possible restriction of liberty.

The liberty of a juvenile should be restricted only to the degree necessary to carry out the purpose of the court's order.

C. Fairness and legal rights.

Programs for adjudicated juveniles should be characterized by fairness in all procedures, and by a careful adherence to legal rights.

D. Accountability.

The administration of juvenile corrections should be accountable on three levels: to the courts for the carrying out of the dispositional order; to the public, through the appropriate legislative or other public body, for the implementation of the statutory mandate and expenditure of public funds; and to the juvenile for the provision of a safe, human, caring environment and access to required services.

E. Minimization of the scope of juvenile corrections.

The administration of juvenile corrections should aim to provide services and programs that will allow the court to reduce the number of juveniles placed in restrictive settings (IJA-ABA, 1981: 46).

Application of a verifiable and equitable classification system can improve a jurisdiction's ability to conform to the high standards promulgated by the ABA.

The assessment of needs should also be an integral component of the classification system. A structured, formalized needs assessment:

- ensures that certain types of problems are considered, and helps to formulate a case plan;
- provides an additional measure for setting priorities (i.e., judging the amount of effort that should be expended on an individual case relative to the entire case load);
- provides a base for monitoring a juvenile's progress;
- forces qualitative review of every case through periodic reassessments and provides a basis for judging the relative effectiveness of the case plan and casework approach (This process should lead to changes where appropriate.); and
- provides a data base for coherent planning and evaluation of programs, policies, and procedures. (NIC, 1981)

The assessment of need can be used to "measure progress, evaluate the relative effectiveness of programs, and plan future projects" (Baird, 1985:38).

In light of the positive effects which fully operational classification systems have had in other jurisdictions, the body of literature and theory which supports those findings, and the current informal status of the San Francisco Probation classification system, it was decided for the purposes of

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this action plan to examine the ease with which a similar system could be implemented in the Probation Department. To assess this, a random selection of case files for disposed youth from the preceding calendar year was selected and data from those files was retrieved. Those data were applied to an existing classification model to determine the ease system implementation and the "predictive power" of the model; i.e., will necessary refinements be extensive or limited?

It is important to realize that this assessment is limited in its goals and that it cannot, even with unlimited data, provide a final model for classification implementation. Such a product is the result of an ongoing process, developed internally, which carefully assess over a number of months a variety of risk assessment models. A committee of probation staff will be responsible for developing classification guidelines and rely upon collective experiences to initiate the groundwork for product development. An evaluation team will be responsible for continually assessing the model proposed by the committee to determine the ability of the instrument to "predict" risk.

The longitudinal approach and participatory style of model development is necessitated by the "start-up" time required. Staff will require training, effectiveness of predictors must be assessed, a reliable and efficient data retrieval mechanism must be prepared, and classification policy is required before the program can attain maximum efficiency levels. Orange County, California, which adapted the NIC Model for its own use, discovered that the eighteen month implementation schedule was unrealistic and that a timeframe of

greater than three years was more reasonable (Schumacher, 1985). A solid classification model cannot be developed in a single planning session, it must be refined over a period of months.

What this classification assessment does provide is a framework upon which to build for the future. It offers an implementation strategy which the San Francisco Probation Department can schedule and refine as necessary. It also demonstrates to some extent, by means of example, what the effects of modeling might be on the dispositional population. Finally, it examines the status of the current information system as it relates to the provision of data necessary for a meaningful and effective classification system.

-- Profile of Disposed Youths: Findings from the Court Data

Data presented in the 1985 San Francisco Juvenile Court Annual Report indicate that for the year, petitions were filed on 1,882 of 6,950 602 Welfare and Institution referrals. The petition filing rate of 23.6 percent was the lowest in the five years presented in the report (see Table RC1). After a large increase in petition filings between 1981 and 1982 (due in large to an increase in the number of referrals), both the number of petitions and the percentage of referrals for which petitions were filed have steadily decreased. Despite an approximate fourteen percent increase in 602 referrals between 1981 and 1985, both the absolute number of petitions and the number under supervision according to year end censuses has remained nearly identical.

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The fluctuations and trends noted for 601 W&I (status) referrals indicate a tendency toward decreases in referral frequencies, petition frequencies, and petition filing rates (see Table RC1). In 1985, 1,012 youths were formally referred to probation for 601 W&I violations, with a petition filing rate of 6.8 percent. These figures stand in sharp contrast to the preceeding year when 777 referrals were recorded and petitions were filed in 8.9 percent of the cases. Longer range trends indicate that despite the apparent large increase between 1984 and 1985 for referrals, the 1985 figure is still 37 percent less than 601 W&I referral count recorded in 1981. The petition filing rate is also lower in 1985 than 1981--by 15 percent. The difference between 1982 and 1985 is even greater--a decrease of 51.4 percent in the filing rate and 44.4 percent in the actual count. Of course, just as the filings have decreased, the number of youths under supervision at the year end census has decreased as well, by about 36.5 percent.

Table RC2 illustrates the status of the youths on probation at the December 1985 census. Wardship probation is the modal category by an overwhelming margin, with 94.4 percent of the cases classified as such. Only 57 youths, less than five percent of the total, were actively involved in the informal probation option detailed in the Welfare and Institutions Code.

An interesting aspect of the Juvenile Court's petition data is the rate of filings among subgroups of the aggregate population. Table RC3 shows that petitions were filed about 30 percent more often for male referrals than females. This finding is not too surprising considering the finding presented

TABLE RC1
SUMMARY OF PETITION ACTIVITY
1981 - 1985

<u>Law Violations (602 W&I)</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>Percent Change</u>
Total Referrals	6098	7047	7357	7196	6950*	+14.0
Petitions Filed	1857	2241	2181	1932	1882	+1.3
Petition Filing Rate	30.0%	32.0%	30.0%	26.8%	23.6%	
No. under Supervision as of 12/31	1258	1404	1271	1208	1292	+2.7
<u>Status Offenses</u>						
Total Intake Referrals	1611	1073	1012	777	1012***	-37.2
Petitions Filed	124	152	82	69	69	-44.4
Petition Filing Rate	8.0%	14.0%	8.0%	8.9%	6.8%	
No. under Supervision as of 12/31	104	92	77	67	66	-36.5

*Includes Probation School Youth

**Does not include informal contacts to FCI Unit not entered on computer

SOURCE: San Francisco Juvenile Court Annual Report: 1985

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TABLE RC2
CURRENT STATUS OF JUVENILES ON PROBATION

	<u>Informal Probation</u>	<u>Non-Ward Probation</u>	<u>Wardship Probation</u>	<u>Total</u>	<u>Percent*</u>
<u>SEX</u>					
Male	50	8	962	1020	78.9
Female	7	7	258	272	21.1
TOTAL	57	15	1220	1292	
PERCENT	4.4	1.2	94.4	100.0	

SOURCE: San Francisco Juvenile Court Annual Report: 1985

TABLE RC3
PETITION FILING RATE

<u>SEX</u>	<u>Number Referred</u>	<u>Number Petitions</u>	<u>Percent with Petitions Filed</u>
Male	6055	1560	25.8
Female	1863	369	19.8
<u>RACE/ETHNIC ORIGIN</u>			
White	2823	510	18.1
Black	2989	931	31.1
Chinese	385	71	18.4
Filipino	150	37	24.7
Japanese	15	3	20.0
Hispanic	945	210	22.2
American Indian	12	4	33.3
Samoan	110	37	33.6
Vietnamese	136	44	32.3
Asian Indian	9	0	0.0
Other	138	24	17.4
Unknown	250	56	22.4
<u>TOTAL</u>	7962	1927	24.2

*Figures may not add to 100% due to rounding

SOURCE: San Francisco Juvenile Court Annual Report: 1985

earlier that males were more often referred for law violations while a higher percentage of females were referred for status violations (see Tables P1 and P3). Since fewer petitions were filed for status offenders, it naturally follows that females would incur a lower rate.

The petition rates for various racial and ethnic groups is also found in Table RC3. The average filing rate for 1985 was 24.2 percent. Whites, Chinese, Japanese, and Hispanics all had rates below the average. Blacks, American Indians, Samoans, and Vietnamese all had rates significantly higher than the average. In fact, the petition filing rate for Blacks was 65 percent greater than that for Whites (the group with the lowest overall rate).

Of course the cause for these discrepancies is not discernable from the data provided in the annual report. Yet it is not really the central issue for plan implementation; instead it is the implication of this finding which is of greatest concern. Recall from the referral data presented earlier that the population coming into contact with the court is diversified geographically, racially, and ethnically. The same is true of the population which the probation department is responsible for supervising. It is apparent that the supervision programs must be attuned to the needs of these special and diverse populations. Perhaps increased reliance on community based service providers, which are attuned to the specific needs of the youth in local neighborhoods, can offer the probation department a distinct advantage over a system based solely on internal review and programming.

The outcome of the petitions filed in 1985 were varied as evidenced in Table RC4. About 9.5 percent of the petitions were dismissed prior to an adjudication and disposition in the Family Court. A significant proportion of the remainder were placed on formal probation by the Court--44.6 percent--while less than two percent were placed on informal probation. The California Youth Authority was used sparingly, nearly half as often as dispositions to Log Cabin Ranch. Most of the remainder were distributed among a variety of out-of-home and transfer options.

Log Cabin Ranch, "out-of-home placement", formal probation, and informal probation combine to account for 1231 cases. If this figure can be interpreted to represent a majority of the cases under the jurisdiction of the probation office's supervision unit, then it appears that about 3.5 new cases were assigned to the department every day during 1985. Between the size of the caseload and the diversity of the supervision/probation population, a review of a classification system as a means of assisting in the supervisory function of the probation department is warranted.

Case File Survey Findings

-- Methodology and Variables Investigated

A random sample of disposed cases from 1986 was generated in order to facilitate data collection. A total of 312 cases were pulled and their dispositional reports reviewed for responses to a variety of questions in order to insure a representative sample (reliability levels of +/- five percent at a confidence level of ninety-five percent were established). The purpose of the

TABLE RC4

DISPOSITION OF PETITIONS
N = 1927*

	<u>Number</u>	<u>Percent</u>
Disposition of Status Offense Petitions	53	2.8
Disposition of Law Violation Petitions	1874	97.2
Total	<u>1927</u>	<u>100.0</u>

PETITION OUTCOME**

Contra Costa Girls Center	4	0.2
California Youth Authority	59	3.1
Log Cabin Ranch	108	5.6
Out-of-Home Placement	233	12.1
Formal Probation	859	44.6
Informal Probation	31	1.6
Transfer Accepted	242	12.6
Transfer to Other Jurisdiction	184	9.5
Dismissed***	207	9.5
Total	<u>1927</u>	<u>100.0</u>

*The number of petitions filed in 1985 (1951) will not agree with the number of dispositions since some petitions filed in 1984 will be decided in 1985 and some filed in 1985 will not be decided until 1986.

**Juvenile Hall commitments (169) and stayed commitments (CYA: 32; CCGC: 1; LCR: 67; JH: 141) overlap with other dispositions and therefore are not reported on the table.

***Includes fourteen cases remanded to Adult Court and one dismissed in favor of voluntary probation.

SOURCE: San Francisco Juvenile Court Annual Report: 1985

survey was to assess the initial effects of the application of a classification system to the existing San Francisco Juvenile Probation Department Model, to initiate examination into correlation of a model with factors of "risk", and to assess the completeness of case files as to their utility in a supervision model which relies on classification.

A questionnaire was developed (see appendix) which contained eighty-two data fields. Youth Guidance Center staff were recruited and reimbursed for assistance provided in locating case folders and completing the data collection instrument.

The data fields included the following types of information:

- demographic data;
- disposition and date of disposition;
- offense information;
- status of the case;
- present/past court contact;
- present/past juvenile behavior/attitude;
- present/past drug or alcohol abuse;
- parent/family situation;
- school/academic situation;
- employment;
- history of professional involvement and use of community resources or treatment;
- history of medical or mental health needs; and
- filing of a new petition subsequent to the original disposition.

These data represent a sizable portion of the types of factors which have either been proven or theorized to be reliable predictors of risk in other jurisdictions. The Isthmus Model (Baird, n.d.), which is based upon the National Institute of Corrections Model Probation and Parole Management Project (Baird, 1980), is based upon factors which: consider both risk to the community and the youth's needs; and use data which are easily classified and useful in case planning; can be incorporated into a management information system. Most models are similarly structured. The Isthmus Typology, and similar models, recognize that certain factors appear to be predictive of future delinquent activity:

- age at first adjudication;
- prior criminal behavior;
- number of prior commitments to juvenile facilities;
- drug/chemical abuse;
- family relationships/parental control;
- school problems; and
- peer relationships (Baird, 1985).

The elements identified in the Isthmus/NIC Model have proven to be reliable for predicting recidivism and the system is recognized as one of the "most highly regarded" offender classification and caseload management systems available (Schumacher 1985, 446). The system has also been endorsed by the Association of Chief Probation Officers of California for adaptation and use statewide (CPOC, 1984). For these reasons, it was decided that the Isthmus model would be reviewed here as an example of the type of classification upon

which San Francisco's Probation Department can build. However, before the specific elements of the Model are examined, a review of survey data is appropriate.

-- Specific Findings: Offense, Court, and Social History

Of the 312 cases from which information was extracted, males represented a significant majority--eighty-seven percent versus thirteen percent.

Similarly, just as the Juvenile Court's dispositional data indicated that Blacks represented the largest racial group within the petition population, they also represent the largest group of youths found within the case file sample (see Table RC5).

A substantial portion of the sampled youths were charged with serious personal and serious property offenses--both are found in greater than forty percent of the cases. Less serious property-type offenses constitute the largest category of offense types--greater than fifty percent of all youths were so charged. (Note that the final column in Table RC5 for offense represents "percent of cases", since many youths were originally referred for a variety of reasons.) Only three percent of the sample was charged with a status offense. Drugs, although not necessarily a sole reason for referral to the court, was listed as a charge for a large portion of the population--nearly sixteen percent.

The response of the juvenile to prior supervision requirements indicates that the disposed population has a history of noncompliance with such

TABLE RC5
SELECTED DATA FROM THE CASE FILE SURVEY

	<u>Number</u>	<u>Adjusted Percentage</u>	
SEX			
Male	271	87.1	
Female	40	12.9	
RACE			
White	55	18.2	
Black	143	47.4	
Hispanic	53	17.5	
Chinese	8	17.5	
American Indian	3	0.1	
Samoan	10	3.3	
Vietnamese	12	3.8	
Other	18	6.0	
Offense Charged	<u>Number</u>	<u>Percent of Response</u>	<u>Percent of Cases</u>
Serious Personal	127	20.7	40.8
Serious Property	134	21.9	43.1
Other Personal	23	3.7	7.4
Other Property or Misdemeanor	161	26.3	51.8
Status	9	1.5	2.9
Drug	49	8.0	15.8
Alcohol	1	1.6	0.3
Probation Violation	41	6.7	13.2
Weapons	40	6.5	12.9
Other	27	4.4	8.7

TABLE RC5 (continued)

<u>Response to Prior Supervision</u>	<u>Number</u>	<u>Adjusted Percentage</u>
No Problems	88	42.7
Moderate Problems	37	18.0
Major Problems	14	6.8
Rearrested	67	32.5
Not Indicated	102	(33.1)

Note: "Adjusted percentage" excludes missing, not applicable, and "not indicated" responses. The adjusted percentage figure for not applicable is that percentage of all surveys for which a response to the item was not found in the dispositional report.

restrictions. Table RC5 also shows that more than half of the cases for which information was available were found to have some type of supervision problem, ranging from "moderate" to "rearrest."

Up to five dispositions were noted for the youths in the sample, with "fine" and "restitution" representing two of the more common (see Table RC6). Home probation was heavily used. Forty-four percent of all disposed youths were placed on some type of probation status--either with the mother, the father, both parents, a guardian, or a relative. Consistent with the findings in the annual report data is the comparatively low commitment rate to the California Youth Authority. Less than six percent were disposed to CYA and a nearly identical number were placed in the commitment program at Juvenile Hall. About twice that number was placed in Log Cabin Ranch, while another local "out-of-home" placement option was used for about nineteen percent of all cases. The court is obviously using a wide variety of the existing dispositional alternatives.

Table RC7 illustrates findings from a variety of court and placement history variables. It can be seen, for example, that for those youths with a history of prior detention at YGC nearly half presented discipline problems (excluding missing data). Only twenty percent had no record of prior criminal activity; nearly half, in fact, had a history of at least one arrest with the charges subsequently sustained. The data collected to determine the number of disposed youths who had failed to appear for prior court hearings is interesting as well. Exactly two-thirds of the cases in the sample had a record of

TABLE RC6
SELECTED DISPOSITIONS

	<u>Count</u>	<u>Percent of Responses</u>	<u>Percent of Cases</u>
Contra Costa Girl's Center	1	.1	.3
Commit California Youth Authority	18	1.2	5.8
Commit Juvenile Hall	17	1.1	5.4
Commit Log Cabin Ranch	36	2.3	11.5
Commit Out-of-Home Placement	59	3.8	18.9
Commitment Vacated	1	.1	.3
CSS Supervision	1	.1	.3
Home Probation-Parents	33	2.1	10.6
Home Probation-Mother	87	5.6	27.9
Home Probation-Guardian	13	.8	4.2
Home Probation-Relative	5	.3	1.6
Petition Sustained	272	15.5	77.6
Stay/Commit Juvenile Hall	10	.6	3.2
Stay/Commit Log Cabin Ranch	12	.8	3.8
Stay/Commit CYA	11	.7	3.5
Stay/Commit OOHP	1	.1	.3
Transfer Accepted	36	2.3	11.5
Transfer Out-of-County	23	1.5	7.4
Wardship Declared	196	12.6	62.8
Wardship Redeclared	73	4.7	23.4
COM	93	6.0	29.8
Fine	104	6.7	33.3
Restitution	68	4.4	21.8

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prior court involvement (118 of 178), while about one-third of those had actually failed to appear as scheduled for a hearing at some point in the past.

Although there is no control group in the case file survey (i.e., a proportionate number of cases which were not disposed), it is still quite obvious that the youths disposed in this sample have, in the aggregate, serious and involved histories of prior court activity. Most are not new contacts into the system.

Selected measures of juvenile attitude, peer relationships, and a youth's family/home supervision are presented in Table RC8. It can be seen from the table that probation officers indicate it is often difficult to ascertain a youth's attitude toward his or her delinquent or status involvement. However, for those cases for which the attitude could be determined, more of the youths expressed no regret for those activities than those who expressed remorse.

Case investigation determined that parental control of the child was generally effective in slightly greater than one-third of all cases. Probation officers also determined that approximately one-quarter of the parents/guardians of disposed youths could offer no influence in the youth's behavior at all.

Parental support for the child and apparent willingness to assist him or her is improved over findings for parental control. Sixty-eight percent of all parents or guardians indicated support for the disposed youth, while only five percent expressed hostility or an unsympathetic attitude.

TABLE RC7

SELECTED VARIABLES ON COURT OFFENSE,
DETENTION AND PLACEMENT HISTORY

<u>YGC Behavior</u>	<u>Number</u>	<u>Adjusted Percentage</u>
Not Applicable	48	--
No Problems	68	53.3
Minor Discipline	27	22.5
Major Discipline	27	22.5
Other-Unspecified	2	1.7
Not Indicated	142	(45.9)
<u>Prior Criminal Behavior</u>		
None	58	20.0
Prior Arrest-No Sanction	70	24.2
Prior Arrest-Violation of Probation	8	2.8
Prior Arrest-Charges Sustained	139	48.1
Other Activity Noted	14	4.8
Not Indicated	21	(6.8)
<u>Prior Commitments</u>		
Less than 30 days	15	23.1
Greater than 30 days	57	(79.2) 66.3 (72.4)
<u>Record of Failure to Appear for Court Proceeding</u>		
Yes	42	35.6
No	76	64.4
Not Applicable	60	--
Not Indicated	130	(42.2)

TABLE RC8

SELECTED CASE FILE DATA
ATTITUDE, PEER RELATIONSHIPS AND FAMILY SITUATION

<u>Juvenile Attitude Toward Crime</u>	<u>Number</u>	<u>Adjusted Percentage</u>
Regret Expressed	52	19.8
Difficult to Determine	129	49.2
No Report	70	26.7
Deny Activity	5	1.9
No Statement/Other	6	2.3
Not Indicated	47	(15.2)
<u>Parental Control</u>		
Generally Effective	102	38.0
Inconsistent	98	36.6
Little-None	68	25.4
Not Indicated	36	(11.8)
<u>Parental Support</u>		
Supportive	194	68.3
Support Unclear	75	26.4
Unsupportive/Hostile Toward Youth	15	5.3
Not Indicated	23	(7.5)
<u>Persons in Home (Other than Parents/Guardian)</u>		
Siblings	182	72.5
Other Family	21	8.4
Other Unspecified	20	7.9
Siblings plus Other	25	10.0
None	3	1.2
Not Indicated	59	(19.0)
<u>Supervision Status</u>		
Both Parents	53	17.7
Father	32	10.3
Mother	149	47.9
Mother and Other	5	(1.6)
Mother and Stepfather	16	5.1
Legal Guardian	30	9.6
Relative	8	2.6
State/Court Supervision	8	2.6

<u>Supervision Status (continued)</u>	<u>Number</u>	<u>Adjusted Percentage</u>
Other	3	1.0
Not Indicated	7	2.2
<u>Peer Relationships</u>		
Good Support	4	2.0
Variety of Influences	29	14.6
Negative Peer Relationships	142	62.3
Gang Member	7	3.5
Loner	35	17.6
Not Indicated	111	(35.8)
<u>Violent or Anti-Social Behavior Not Resulting in Court Involvement</u>		
No Problems	73	45.9
History of Violence	19	11.9
Anti-Social Behavior	40	25.1
Other Problems	4	2.5
Not Applicable	23	14.5
Not Indicated	151	(48.7)

The supervision status of the youth does not portray the stereotypical image of the family supported by modern social norms. Only 17.7 percent of all youths for which data were available actually lived with both parents. Nearly half lived only with their mothers and about one-quarter of the sample lived in a situation where they were separated from both parents.

One of the more disturbing findings of the case file survey revolves around information collected on the disposed juveniles' peer groups. The dispositional reports indicate that only four of 107 youths were involved in wholly constructive peer situations. In fact, a majority (nearly two-thirds) were involved in negative peer relationships. The recurring theme of peer involvement and social activity--in which negative influences result in negative activity--is seen in these data.

Table RC9 provides data on the school and academic situation of the population. The dispositional reports note that a majority of youths experienced either some type of anti-social behavior at school, from slight problems and those handled at school (15.2 percent) to severe problems (31.0 percent). The academic achievement of the aggregate population is poor as well, with less than thirty percent reportedly progressing normally or graduated. About twelve percent have had some experience in special education programs, yet 32.0 percent had a history of poor grades.

The data represented in the tables above are interesting because they represent supervision and needs assessment elements which probation staff must

TABLE RC9
SCHOOL AND ACADEMIC SITUATION

<u>School Discipline</u>	<u>Number</u>	<u>Adjusted Percentage</u>
Attending or Graduated	55	22.7
Problems Handled at School	12	4.9
Slight Problems	25	10.3
Severe	75	31.0
Not Attending	46	19.9
Grade Problems Only	21	8.7
Other-Unspecified Problems	3	1.2
Not Indicated	70	(22.4)
 <u>Academic Achievement</u>		
Graduated	6	2.9
Progressing Normally	56	26.8
Poor Grades	67	32.0
Current Special Ed	18	8.6
Prior Special Ed	8	3.8
Alternative/Private School	49	23.4
Other	5	2.4
Not Indicated	95	(30.4)

often consider when recommending a program--academic achievement, prior convictions, personal relationships, family situations, and more combine to influence treatment directions. These data serve to reinforce a recurring finding in the population review--the personal lives of the youths coming into contact with San Francisco Juvenile Court are in turmoil. Furthermore, just as the real time survey and Juvenile Court data have shown that the population differs racially, ethnically, and geographically, the case file has confirmed that the Court's youth population is diverse in terms of needs and the support which their part of the community is willing and able to provide. Individualized treatment plans must be designed to account for these special problems.

-- The Phenomenon of Missing Data

Aside from the review of the data itself for whatever implications they might hold, another very interesting finding has been generated from the case file survey: the amount of missing information is very large. Survey respondents were instructed to code data fields based on the narrative information provided in the dispositional report found in each case file. The dispositional report was used because time constraints precluded the luxury of "hunting" through the entire file for relevant data, and it provided a means of examining the completeness of the information base used for dispositional decisions.

This informal "content analysis" and subsequent coding of the data into discrete categorical responses was designed to elicit the information

necessary to test an Isthmus-based classification system. The survey tool essentially forced an answer from a coder. If the response to a given data element was not provided in the dispositional report, the coder was to check "not indicate/unknown."

The percentage of "not indicated/unknown" (NI) responses varied dramatically, but affected the totals found for each item. Returning to Tables RC7 through RC9 it can be seen that NI response rates were as low as 1.6 percent (Supervision Status) to greater than seventy percent (Prior Commitments). Fifteen variables in the tables identify elements other than demographics, offense, or disposition. Of those, nine have NI rates of greater than twenty percent.

Several hypotheses can be generated as a means of explaining the large quantity of missing information. Perhaps it was due to the comparative inexperience of the coders (YGC clerical staff) with the format of the dispositional reports compared to probation staff. This should not have been a problem however, since a classification scheme by definition should yield identical results regardless of who responds to the risk items.

Perhaps the information existed in other parts of the case file or was known by the investigating probation officer but simply not reported. Both of these scenarios are of concern as well since they imply the missing information is not being considered during formation of the individualized supervision and needs plan.

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Perhaps also the missing information represents a form of "nonresponse bias" where the probation officer decided that "non-negative" responses were not pertinent to plan development. Yet this might exclude certain positive factors from influencing plan development.

Discussion with probation staff indicate much of the information requested on the survey instrument was available in other sections of the case file. Youths with lengthy dispositional histories might not have their entire social history repeated in subsequent reports. Also, there is apparently a tendency to memorize certain facts, rather than document them in writing, especially if those facts do not immediately appear to be relevant to the investigation.

Also, the survey methodology did not lend itself to easy data recovery from the case files. Forty-five cases, for example, were transferred out-of-county and the predispositional reports were therefore prepared by other jurisdictions. For transfer cases, certain data were not available (e.g., parental control and support, the child's supervision status, peer relationships, and history of violent or anti-social behavior). Many items were also not addressed in the reports if they did not represent a problem in the youth's history or current situation. Such responses were checked "not indicated" following coding conventions established for the survey. The nonresponse situation is probably overestimated by this assessment technique; nevertheless, a missing data problem still exists.

Yet regardless of the cause for the missing data, and it was actually more sophisticated than incomplete social histories, it was simply not investigated, it represents some type of nonresponse bias, or current policies simply do not require a sophisticated social history/dispositional report, the implications are serious. Plans are being developed without full comprehension of the entire social and court history of a youth. A nonresponse bias may have developed where negative influences in a youth's background are over-reported in proportion to positive factors. Even if the problem is only a matter of information exchange, a classification scheme based on the current data collected by the probation staff is clearly not possible without refinement.

-- Testing a Classification Model

Despite these serious data limitations, a decision was made to test the Isthmus/NIC-type model for its ability to detect risk in the San Francisco Juvenile Probation system. The model is a point assignment system where values are assigned to a case depending on the seriousness of the problem being measured by the variable. Table RC10 presents the factors evaluated here and is based directly on a generic risk model developed and proposed by Isthmus Associates.

Caution is urged when interpreting the results of the risk evaluation for a variety of reasons. The new petition variable does not control for the time between disposition and the new filing date. Therefore, sampled cases drawn from early in 1986 are subject to more "opportunities" to recidivate than

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cases from late in the year simply because of a greater timeframe between the original disposition and the data collection.

The missing data present a serious problem as well. An assumption was drawn that NI responses should be interpreted as "0" for each of the risk elements. That is, every time a variable is marked "not indicated," the risk item was scored zero. Of course, this assumes that the nonresponse bias discussed earlier is an accurate assessment. However, it was necessitated by the fact that of the 312 cases sampled, only seven had responses to all seven risk elements. As an additive scale, setting NI responses to missing would exclude the case from calculations, resulting in a risk database of seven cases (see Table RC11 for the correspondence between NI responses and scale measures).

Finally, "age at disposition" was used as a proxy for "age at first disposition." Research has continually demonstrated that the age of a juvenile at his or her first adjudication is inversely associated with future delinquent activity. In other words, youths with a history of dispositions at a younger age are more likely to recidivate at subsequent dispositions than other juveniles. These data were not collected for the case file survey, so "age at [this] disposition" is substituted.

Table RC11 indicates that there is little relationship between the Isthmus Classification Scale and affirmative responses to the question of whether

TABLE RC10

SIMULATION OF Isthmus Risk Classification Scale

	New Petition Filed	
	Yes	No
AGE		
0 = 16 or older	50 (54.9)	123 (66.8)
3 = 14 or 15	33 (36.2)	40 (21.7)
5 = 13 or younger	8 (8.8)	21 (11.4)
PRIOR CRIMINAL BEHAVIOR		
0 = No prior arrests	19 (20.8)	50 (27.2)
2 = Prior arrest record, no formal sanctions	26 (28.6)	51 (27.7)
3 = Prior delinquency petitions sustained; no offenses classified as assaultive	40 (43.9)	69 (37.5)
5 = Prior delinquency petitions sustained; at least one assaultive offense recorded	6 (6.6)	4 (2.2)
INSTITUTIONAL COMMITMENTS OR PLACEMENTS OF 30 DAYS OR MORE		
0 = None	72 (72.1)	152 (82.6)
2 = One	14 (15.4)	21 (11.4)
4 = Two or more	5 (5.5)	11 (5.9)
DRUG/CHEMICAL ABUSE		
0 = No known use or no interference with functioning	78 (85.7)	158 (85.9)
2 = Some disruption of functioning	5 (5.5)	9 (4.9)
5 = Chronic abuse or dependency	8 (8.8)	17 (9.3)
ALCOHOL ABUSE		
0 = No known use or no interference with functioning	84 (92.3)	171 (92.9)
1 = Occasional abuse, some disruption of functioning	4 (4.4)	8 (4.3)
3 = Chronic abuse, serious disruption of functioning	3 (3.3)	5 (2.7)
PARENTAL CONTROL		
0 = Generally effective	36 (39.6)	86 (46.7)
2 = Inconsistent and/or ineffective	33 (36.3)	60 (32.6)
4 = Little or none	22 (24.2)	38 (20.6)
SCHOOL DISCIPLINARY PROBLEMS		
0 = Attending, graduated, GED equivalence	26 (28.6)	53 (28.8)
1 = Problems handled at school level	23 (25.3)	62 (33.7)
3 = Severe truancy or behavioral problems	25 (27.5)	40 (21.7)
5 = Not attending/expelled	17 (18.7)	29 (15.8)

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PEER RELATIONSHIPS

0 = Good support and influence	45 (49.4)	106 (57.6)
2 = Negative influence, companions involved in delinquent behavior	45 (49.4)	72 (39.1)
4 = Gang member	1 (0.2)	6 (3.3)
TOTAL	91	184

TABLE RC11
NUMBER OF RISK MEASURES AVAILABLE

<u>Number of Variables</u>	<u>Frequency</u>	<u>Percent</u>
All elements measured/none missing	7	2.2
Six elements measured/one missing	27	8.7
Five elements measured/two missing	55	17.6
Four elements measured/three missing	132	42.3
Three elements measured/four missing	57	18.3
Two elements measured/five missing	18	5.8
One element measured/six missing	11	3.5
Zero elements measured/all missing	5	1.6

subsequent petitions were filed. The data indicate that new petition information was missing for 37 cases. Of the remainder, new petitions (interpreted here as measured risk to the community and contrary to the goals of supervision and probation) occurred for about one-third of the cases (91 yes and 184 no). The distribution of the scores between new petition status is essentially identical for each risk factor. "Drug/Chemical Abuse" can be used to demonstrate this phenomenon. For those youths with new petitions, eighty-six percent had no known use. The identical percentage was noted for which no petition was filed. Had the hypothesized correlation existed, those youths for which no new petition was filed would have had a higher rate of no use than the remaining youths. This relationship is consistent among variables.

Correlation tests (τ) comparing the strength of the association between the risk elements and the dependent variable risk reconfirmed the implications drawn from the simple crosstabulations. No correlation test produced meaningful results as all associations were null.

RC12 is a comparison of the composite risk score with new petition filings. The added scores were divided into low, medium, and high risk groups based only on insuring an even distribution among ranks. Again the relationship between risk and total score was null. Multivariate statistical techniques also provided little additional explanation.

The Isthmus Model does not appear to be germane to the San Francisco supervision situation, at least as tested here. Of course, this is not surprising

when considering findings from other jurisdictions which indicate that every classification system must be uniquely refined for the community in which it is to be placed in service. The San Francisco Probation Department would be well advised to consider several factors beyond those presented in the Isthmus Model. Findings in other probation departments have shown a wide variety of variables to be significantly associated with risk assessment. The additional factors include recreation and leisure time, life skills, family finances, and more. Blanket application of an existing model has proven fruitless. The classification model for San Francisco's Juvenile Court will have to be developed internally.

-- Implementing a Classification System

Based on the results of the case file survey, the review of the literature, and the goals of the probation department a system for developing a case file classification is proposed.

- Create a Classification System Committee at YGC which will be responsible for establishing, based on experience and theory, classification philosophy, procedures, risk factors, and timetable for final implementation. the committee will work with administration and the community to insure the goals of the program are met. Also, a mission statement and workplan should be developed and written before initiating work on the system itself.

- Charge an evaluation team with the responsibility of evaluating the ability of the model to properly assess client needs and risk. The

TABLE RC12

COMPARISON OF COMPOSITE RISK SCORES WITH
NEW PETITION FILINGS

<u>Risk Score</u>	<u>Total Cases</u>	<u>New Petition</u>	
		<u>Yes</u>	<u>No</u>
Low 0-5	88	24 (26.4)	65 (35.3)
Medium 6-10	90	35 (38.5)	55 (29.9)
High 11-23	41	32 (35.2)	64 (34.8)

Research Unit of YGC is a natural selection to head the team and would work closely with, and provide technical assistance to, the Classification Committee.

- A process for reassessment for juveniles well into their supervision and needs programs should be created. Reassessment of progress is critical to successful programming and its evaluation is dependent on a different process than original classification and should emphasize adjustment. A generic reassessment model is presented in Table RC13. The reassessment component is in essence a needs assessment model, important for establishing priorities and to insure that problems are considered while formulating care plans. Those factors which some other jurisdictions consider in their need element system can be found in Table RC14.
- The system should be standardized in such a manner as to reduce all subjectivity in the classification process and to lend itself to ease of use and automation. A point system to establish levels will be a focal point.
- Establishment of three levels of supervision is preferable. It provides flexibility in programming yet reduces the amount of work required to develop the network and procedures at each level.

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TABLE RC13
REASSESSMENT OF RISK INSTRUMENT

AGE AT FIRST ADJUDICATION

- 0 = 16 or older
 - 2 = 14 or 15
 - 3 = 13 or younger
-

PRIOR CRIMINAL BEHAVIOR

- 0 = No prior arrests
 - 1 = Prior arrest record, no formal sanctions
 - 2 = Prior delinquent petition sustained;
no offenses classified as assaultive
 - 4 = Prior delinquency petitions sustained;
at least one assaultive offense recorded
-

INSTITUTIONAL COMMITMENTS OR PLACEMENTS OF 30 DAYS OR MORE

- 0 = None
 - 1 = One
 - 3 = Two or more
-

Rate the following based on experience since last assessment:

DRUG/ALCOHOL ABUSE

- 0 = No known use or no interference with functioning
 - 2 = Some disruption of functioning
 - 5 = Chronic abuse or dependency, serious disruption
of functioning
-

PARENTAL CONTROL (Includes foster or group home experience)

- 0 = Generally ineffective
 - 2 = Inconsistent and/or ineffective
 - 5 = Little or none
-

SCHOOL DISCIPLINARY PROBLEMS

- 0 = Attending, graduated, GED equivalence
 - 2 = Inconsistent and/or ineffective
 - 5 = Little or none
-

RESPONSE TO SUPERVISION REQUIREMENTS

- 0 = No problems of consequence
- 2 = Moderate compliance problems (e.g., missed
appointments, some resistance to authority)
- 5 = Major compliance problems, totally uncooperative

USE OF COMMUNITY RESOURCES/TREATMENT PROGRAMS

- 0 = Not needed
- 0 = Productively utilized
- 2 = Needed but not available
- 3 = Utilized but not beneficial
- 5 = Available but rejected

TOTAL

SOURCE = Isthmus Associates (Baird, n.d.)

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TABLE RC14
NEED ELEMENTS FROM FOUR SELECTED SCALES

	<u>Orange County, CA</u>	<u>McLean County, IL</u>	<u>Montana</u>	<u>Wisconsin</u>
Vocational Skills				
Alcohol Abuse	X	X	X	X
Drug/Chemical Abuse	X	X	X	X
Emotional Stability	X	X	X	X
Learning Disabilities	X	X		X
School Attendance	X	X	X	X
Academic Achievement	X	X	X	X
Employment/Work Performance	X	X		X
Family Problems	X	X		X
Parental Control	X			
Parent Problems	X			
Peer Relationships	X	X	X	X
Recreation/Leisure Time	X	X	X	
Health	X	X		X
Residential Stability	X			
Life Skills			X	
Communication Skills			X	
Residential Living Skills			X	
Relationships with Opposite				X
Sexual Adjustment				X
Financial Management		X		X
Mental Ability			X	X
Family Finances		X		X

SOURCE: Isthmus Associates (Baird, n.d.)

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-- The Classification System Committee should establish a plan for reassessing not only the juveniles within the program, but the program itself. Population and case file data have demonstrated that the client population is dynamic and its needs are not only internally diverse, but will change over the years. A method to continually refine the program in terms of available services and recognition of needs should be a priority.

It is important to be mindful that the implementation process for an undertaking of this nature is relatively lengthy--three years is not unreasonable. The committee must be formed, philosophy developed, instruments tested and defined, resources in the community identified, forms designed and tested, automation integrated into the system, and staff trained on system use. But when these steps have been accomplished, the product will be a useful classification system which insures equitability and uniformity in the risk and needs assessment process.

B - RECOMMENDATIONS FOR ACTION

Perspective

Our assessment of the San Francisco Juvenile Probation Department included a forty-five day survey of referrals to the Department and a random sample of all cases disposed during 1986. In addition, an employee attitude survey was administered to over 200 Department staff. Over 100 personal interviews were conducted by the assessment team to gain a better understanding of the Department from administrative and line staff, community advocates, public and private service providers, appointed and elected officials, and youths and parents involved in the juvenile justice system. This body of information provides the primary basis for our recommendations. However, considerable insight was provided by the numerous other studies and reports which have been conducted on the Youth Guidance Center since 1969. We have reviewed these carefully and included their findings and recommendations when appropriate.

The title of this report, "Creating a New Agenda," has significance in that this report and the eventual plan should be viewed as an important point in an ongoing process of system improvement. We rejected the temptation to use the word "blueprint" simply because the process of change is one in which the situation must be stated, monitored and evaluated over time, and restated on a continuing basis. Only in this way can a dynamic system, like juvenile justice, adapt to everchanging political, economic, legislative, demographic, and technological realities. Our goal here is to provide a snapshot of

RECOMMENDATIONS FOR ACTION

practices in key Departmental areas, recommend actions to improve them, and suggest processes which will facilitate revisions as necessary in the future.

One of the first lessons learned in planning and research is that the most powerful force in government is inertia. With that in mind, it is unlikely that the traditional approach to youth crime and the administration of juvenile justice will easily be changed in any fundamental way in the near future. Unless one is basically satisfied with the juvenile justice system as a whole, this raises an essential question: Can the political system and governmental bureaucracy in San Francisco respond to the needs of troubled and troublesome youths involved in the juvenile justice system?

There are significant forces working against meaningful change in the administration of juvenile justice in San Francisco. First, the city is facing major financial problems and is in a period of retrenchment and disengagement rather than expansion. Second, the juvenile justice agenda must compete against other equally worthy areas of social need including child welfare, health care, and the homeless. Finally, the current national preoccupation with punishment, rather than rehabilitation, of youthful offenders is evident in California, and to a lesser extent in San Francisco.

On the other hand, equally strong forces are at work in the City reacting to the litany of public criticism, personal tragedy, and Departmental frustration and devisiveness which has characterized the past decade. No fewer than a dozen inquiries have been made into the activities of the Youth Guidance

Center (YGC) since the 1976 Grand Jury report indicated significant and continuing problems. Each of the studies report substandard conditions of confinement, the need for operational improvements, and a greater involvement with the community at large. Recognizing these and other related problems, the Superior Court and Juvenile Probation Department embarked on a review and assessment of the Youth Guidance Center in order to upgrade the care and impartial treatment of referred youths.

Public Protection and the Integrity of the Court Process

A recurring theme voiced by juvenile justice and youth service practitioners, citizen advocates, and community leaders was the need for planning

to proceed within the context of public protection and the integrity of the court process. Further, the team was reminded to seek solutions which would accrue benefits to the entire San Francisco community. Nowhere was the issue of public protection more pronounced than in the high crime neighborhoods. The issue of youth crime is particularly important in these areas since victimization is the greatest.

A common belief in these neighborhoods is the often-stated opinion that the citizens of San Francisco have surrendered their responsibilities for dealing with troublesome young people to law enforcement and the courts. Closely related to this belief was a genuine citizen interest, given adequate resources and support, in reestablishing a primary neighborhood responsibility for prevention and control of youth crime. Just as the heralded Neighborhood Watch Program has helped citizens take better control of crime in their own

areas, we perceived a desire by citizens to build the bridges between troublesome youths and the societal institutions which ultimately determine success or failure in all of our lives: family, school, jobs.

The themes of public protection, integrity of the court process, and benefit to the larger community were incorporated throughout the report. Key elements are noted here to emphasize the overall importance of these issues in creating a new agenda for the San Francisco Juvenile Probation Department.

Major recommendations have been incorporated into the plan to enhance public safety and the integrity of the court process with respect to the use of secure juvenile detention. Specific guidelines for detention decisionmaking are presented in the report which will tie confinement awaiting court appearance to the seriousness of the alleged offense, criminal history, and past failures to appear for court hearings.

There must be a set of detention criteria that local officials have approved and adopted. These criteria must be designed to provide specific and objective guidelines for each placement referral. The more these guidelines emphasize verifiable information such as offense and court history, the more likely are the chances that each case will be handled equitably and that only those youths who require secure custody would be placed in secure detention.

Furthermore, a growing body of evaluative research indicates that detention criteria can be implemented and admissions to secure detention significantly

reduced without endangering the public safety or the integrity of the court process. Some recent examples are noted below.

-- In Jefferson County, Kentucky, the State Department of Social Services and the Department of Human Services undertook to evaluate whether the use of strict detention guidelines would result in increased danger to the community because fewer juveniles were placed in secure confinement. Therefore, the local judge decided to follow criteria similar to those adopted by the American Bar Association. The study tracked all youths referred to the court in a one-month period prior to the time that the guidelines were instituted and followed them for a ninety day period to see if they were rearrested. Six months after the criteria were implemented, another group of juveniles were tracked. Again, all referrals for a one-month period were followed for ninety days to see how many were rearrested during that time period. The results indicated that a comparable number of youths were referred to the court in each of the two targeted months--approximately 400. Further, the members of each group committed a comparable number of felonies, misdemeanors, and status offenses.

The findings outlined below were dramatic in that there was a fifty-six percent decrease in admission to secure detention without a statistically significant change in the rearrest or failure to appear rates. Significantly, the evaluators felt that the initiation of a

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conditional release or home detention program would have greatly improved the failure to appear rate in both groups.

JEFFERSON COUNTY JUVENILE DETENTION CENTER

	<u>March</u>	<u>September</u>
Youths held in excess of 12 hours	205	89
Youths rearrested within 80 days of release	41 (20 felonies)	38 (15 felonies)
Youths failing to appear in court within 80 days of release	20	33

-- In Arapahoe County, Colorado, the daily detention population dropped from eighteen to eleven with the initiation of specific detention criteria and related intake screening services. The average length of stay dropped from seven days to five days. In addition, both the rearrest rate and the failure to appear rate declined. Most important, the reduction in average daily population enabled the county to close down the facility and purchase space at a regional detention facility. Savings to the taxpayer amounted to over \$100,000 per year.

ARAPAHOE COUNTY JUVENILE DETENTION CENTER

	<u>Before Criteria</u>	<u>After Criteria</u>
Average daily population	18	11
Average length of stay	7 days	5 days
New petitions within 90 days	6	3
Failure to appear within 90 days	58	50
Redetained on new charges within 90 days	23	17

Furthermore, the use of specific and objective detention criteria is useful in eliminating extra-legal biases related to the alleged offender's social, ethnic or economic background.

-- Genesee County, Michigan has established specific detention criteria by court policy. The criteria based primarily on seriousness of offense and past court history has been in effect since 1979. An analysis of the effect of criteria on detention decisionmaking indicated no relationship between the detention placement and the accused offender's social, ethnic or economic background. This finding suggests that personal, nonlegal biases and attitudes do not enter into the detention placement decision. A multivariate analysis indicates that probation status is the single most influential factor in the detention placement decision, followed by the age of the accused offender. A positive bivariate relationship is noted between the number of prior court referrals and the likelihood that a juvenile would be placed in secure detention following arrest. The same positive relationship is noted with respect to the severity of offense and the chance that the juvenile would be securely detained.

Similar public protection safeguards are recommended for those youths who will remain in the community on probation supervision. A risk classification and case management system will provide increased structure to Departmental supervision practices and provide a method for establishing a level of supervision based on the probability of continued delinquent activity. At the same time, a clear indication of youth and family needs can be established.

Fully operational classification systems provide a number of advantages over less fully developed programs. First, they standardize supervision practices and provide a system on which all staff can be singularly trained. Second, there is increased accountability among probation staff since the system standardizes procedures and forces the development of policy. Third, there is an enhanced ability to compete for limited resources.

The new agenda recommended here stresses the importance of early intervention in the process to capitalize on the immediacy and potential for change which comes with the crisis of apprehension and arrest. Much in the same manner as the "teachable moment" in a youth's academic education, there are crisis situations where youths and families alike are more susceptible to change and open to new patterns of behavior. A common theme in this plan is around-the-clock assessment and intervention within hours of apprehension and coming to the attention of the Department. Early intervention has the corollary effect of lessening the burden on the legal machinery and probation supervision caseloads. This is particularly advantageous given the progressively high cost of handling a youthful offender as he or she moves through the arrest-adjudication-disposition-corrections process.

An important benefit for the larger community is the increased level of accountability and involvement of family members in the corrective process. This process is enhanced by the probation officer's higher visibility in the neighborhood and the greater level of understanding which develops from daily interaction between offender, family, neighborhood, schools, youth services,

employment, and probation. Greater ownership of the problem is taken by the family and neighborhood. Coordination of services and greater accessibility by youths and families is achieved. Activities become more culturally relevant during the probation process.

There are less direct elements of this new agenda which stress public protection, integrity of the court process, and benefit to the larger community. Those mentioned here, however, emphasize the dual responsibilities of best interest of the youth and public protection which both the Department and the community must achieve if the plan is to be successfully implemented.

Recommendations

The major findings and recommendations of the assessment in many ways sound a familiar bell, while at the same time cautioning against a quick fix to complex problems which have existed in many cases since the 1960s. The recommendations urge the use of the plan as a dynamic tool which must be monitored and fine-tuned over the course of initial remediation and on a continuing basis thereafter. Further, the recommendations establish a process for oversight and implementation which is propelled by external forces working in tandem with the Department.

The intense and widespread interest in the operations of the Department suggests a presentation which moves from a general to specific delineation of information. As such, we have opted to group our findings and recommendations in nine rather general areas dealing with mission, personnel, conditions of

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confinement, contracting for youth services, intake, detention, corrections, research and information, and a strategy for implementation. Our findings and recommendations reflect the surveys, interviews, past studies and literature which we have reviewed. In the final analysis, however, the recommendations are based on the team's collective professional judgement.

Values, Mission, Policy and Procedure

There is a need to develop, in a participatory manner, Departmental statements of values, mission, policies and procedures. This need was identified in virtually all of our personal interviews with Departmental staff, in the Employee Attitude Survey, and in our review of Departmental documents. This developmental process will provide the organizational direction necessary to guide the Department over the next decade, provide a process to reestablish the deteriorated lines of vertical and horizontal communication, accomplish a level of accreditation required by national professional organizations, and prepare a comprehensive operations manual as the basis for staff development and training.

It is generally recognized in management and organizational theory that values and missions can play an important role in mending of past trauma and turmoil and the implementation of new agendas. Referring to them as "themes", Gilmore and Schall identify four common features.

- (1) They have both an affective and an intellectual component; they mobilize commitment and therefore are not the sole property of the leader, and they can be changed only via interacting with the group that has embraced the theme.

- (2) Rather than being imposed, themes emerge in actions which relate to genuine concerns of the organization. Sometimes they reinterpret a past event or era. A theme as a life cycle that begins with a permissive period in which it can mean many different things to different people; it grows in strength and focus, reaching a dominant stage during which it guides hard choices; and finally it loses its dominance during a declining or institutionalizing period.
- (3) Themes give direction, but they allow experimentation. Themes enable local creativity and adaptation without the overcontrol that often results from blueprint methods of project management.
- (4) Themes often address the critical relationship of the customer or client and the organization, and offer guidance for real dilemmas that are experienced in everyday operations. (Use of Case Management, 1986)

As an outgrowth of these values and mission, policies and procedures provide the general course of action adopted by an agency and step-by-step description of the sequence of daily operational activities.

- (1) A Departmental committee should be established to undertake a long-term effort to develop a Departmental mission statement, to explore and develop Departmental values which underlie the provision of services, and to establish a comprehensive set of operational policies and procedures. The development effort should be done in conjunction with the California Standards and Training for Corrections Program and the accreditation processes of the American Correctional Association and the National Commission on Correctional Health Care. The eventual goal of this effort should be accreditation by each group and full integration with the Department's current management by objective system. As a beginning, the Committee should consider the Guiding Principles established by the

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American Bar Association Standards for the Administration of Juvenile Justice and the areas of priority noted by Departmental staff in the Employee Attitude Survey. Among the areas noted in the Employee Attitude Survey are those below.

- (a) Declare that effective child care and discipline stem from:
 - Counselors being positive role models who earn respect, not just demand
 - Staff-youth interaction rather than extensive room confinement
 - Constructive programs, replacing idleness
 - Team efforts, rather than "turfism" and unhealthy competition between Divisions
 - Expecting youths to do the right things generally, rather than expecting the worst; i.e., replacing the self-fulfilled prophecy of failure (running and escaping)
 - Establishing mutual respect which starts with staff.
- (b) The basic philosophy for the care and treatment of detainees should be changed from an undue emphasis on security to firm, fair and consistent handling of youths based primarily on the premise that healthy discipline and morale among detainees come about through:
 - Positive staff role modeling
 - Positive relations based on mutual respect
 - Staff who get only as much respect as they earn
 - Staff who respect themselves.

- (2) The currently vacant Assistant Chief Probation Officer position should be reclassified as exempt and filled immediately with the specific intent that a primary responsibility of this person would be the development of Departmental values, mission, policies and procedures.
- (3) The development of values, mission, policies and procedures should be designated as the top Departmental priority and the process should begin immediately upon recruitment of the Assistant Chief Probation Officer. All administrative, line and contracted staff should be required to participate in this effort through the committee and subcommittee structure and/or on a time-limited task basis.
- (4) Funds should be set aside by the Department to undertake the accreditation process and acquire the periodic services of appropriate consultants to assist as needed.
- (5) A new position of Quality Control Manager should be established within the Department to assist the Assistant Chief Probation Officer in the development process and to assume responsibility for implementation, monitoring and auditing, periodic updating, and staff training as the operational policies and procedures are put in place. This Departmental function should have adequate clerical support.

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(6) The current system of formal communication should be strengthened throughout the Department. While the process of developing values, mission, policies and procedures will have short- and long-term effects in this area, there is an immediate need to strengthen deteriorated lines of communication between Divisions and within Divisions of the Department. The following staff meetings should be reviewed and strengthened to assure open communication and two-way dialogue.

- Monthly on a Departmental basis, involving heads of Juvenile Hall, Probation, Log Cabin Ranch, Forensic, and Education as well as the Chief Probation Officer and the Assistant Chief Probation Officer.
- Weekly within Divisions, including Divisions heads and supervisors. Division meetings for Juvenile Hall and Probation should also have representatives from Forensics and Education in attendance. In the same manner, Division meetings for Forensics and Education should have representatives from Juvenile Hall and Probation in attendance.
- Regular interdisciplinary meetings of working staff on case handling, including Juvenile Hall, Probation, Forensics, and Education.

(7) The Chief Probation Officer should formally invite constructive criticism and critiques from staff on issues related to Departmental operations, stressing that good ideas resulting in improvements will

be favorably considered in performance evaluations. Ad hoc committees should be established as needed by the Chief Probation Officer to consider and make recommendations on ideas referred to him.

- (8) A Departmental newsletter should be developed to inform all personnel of current activities, new initiatives, highlights and accomplishments, praiseworthy employee achievements, related community activities, employee opinion, related state and national professional activities, committee assignments and opportunities, and recent research and legislative activities.

Personnel and Staff Development

There is a need to upgrade numerous personnel practices within the Department. This need was identified by a significant number of staff responding to the Employee Attitude Survey and during personal interviews with Department staff. Items of greatest significance include those listed below.

- Enhanced basic and in-service training.
- Reduction in the use of temporary personnel.
- Change in racial and ethnic composition of Departmental staffing pattern to reflect youths in detention and on supervision.
- Increased parity in pay between detention counselors and probation officers.
- Consultation with staff before changes which affect them.

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- Tightening hiring practices so that more capable personnel are recruited.
- Upgrading standards for work performance and providing regular feedback on performance.
- Emphasizing ability in upgrading and promotions.

(1) A Departmental committee should be established to develop a comprehensive training plan for the Department. The training plan should be directed to all administrative, line, and contracted staff and consistent with both the California Standards and Training in Corrections Program and the American Correctional Association Standards. Central focal points in the training should be:

- The Chief Probation Officer sets the tone for action and compliance and services as lead trainers for supervisors working under top administration.
- Most training for the job comes from your supervisor.
- Training should be closely related to Departmental values, mission, policies, and procedures.
- Training should not only involve the acquisition of knowledge, but have the related effect of team building within the Department.
- The plan should emphasize the development of a strong in-house program of cross-training among Divisions.

The training committee should consider as top priority the major areas identified in the personal interviews and the Employee Attitude Survey. Among those areas are those listed below.

- Recognition and handling of mental and emotional problems, chemical dependency, and symptoms of illnesses common to detainees; particularly with respect to depression and suicidal behavior.
- Effective methods of handling special management and behavior problem youths.
- Development of better self-understanding (motivation, attitudes and philosophy).
- The legal liabilities of detention personnel as it relates to their daily job performance and handling of youths.
- The art of supervision.
- Resolving the dichotomy between custody and treatment.
- Passive physical restraint.
- Psychosexual development of youths.
- Sexually transmitted diseases.
- Communication skills.
- Cultural and ethnic understanding.
- Emergency procedures (hostage situation, mass arrest, fire, bomb threat, etc.).

(2) Prior to assuming full responsibilities at the Youth Guidance Center, all new detention counselors should receive the required 154 hours of

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basic training and on-the-job orientation under the supervision of a senior detention counselor.

- (3) The adequacy and deployment of clerical support staff and the level of office automation should be reviewed and upgraded by the Department.
- (4) The use of temporary employees should be significantly reduced for administrative and line staff. While the continuing-use of temporary employees is cost-efficient and administratively expedient, the practice is a major factor in Departmental deviouseness and low staff morale. To counter this, Civil Service examinations in all applicable job classifications should be given regularly. A target of no more than twenty percent of the regular work force should be set for the use of temporary staff employed at any one time. The Judge of the Juvenile Court and Chief Probation Officer should meet with Civil Service administrators to rectify this problem.
- (5) The job performance standards established by the state-sponsored Standards and Training in Corrections should be adopted by the Department. A Departmental committee should be established and staffed to redraft job descriptions for detention counselors and probation officers, utilizing the guidelines established by STC and taking into consideration the changes in staff functions and responsibilities suggested by this report. These descriptions should be

enhanced to include Department-wide staff roles as youth advocates, community activists, resource developers, and brokers of services.

In the future, staff performance should be evaluated against the "enhanced" STC performance standards as reflected in individual job descriptions.

- (6) The Department should establish a committee to review current practices and accelerate its effort to establish a racial and ethnic staffing pattern which better reflects the composition of the detention and probation population.
- (7) A new professional staff position of Community Liaison and Public Information Officer should be established in the Department to relate to community support and youth advocacy groups, to provide for a purposeful and managed flow of information to and from the Department, and to respond to individual inquiries regarding the operation of the Department and the status of individual cases.
- (8) An Ombudsman Program should be established under the aegis of the Juvenile Justice Commission. Both the American Bar Association Standards and the National Advisory Commission on Juvenile Justice Standards and Goals recommend access to an ombudsman by juveniles placed in residential and nonresidential programs. The development of an ombudsman program is consistent with the statutory authorization in Sections 225-231 of the California Welfare and Institutions Code and the recommendations of the Breed Study in 1983. In addition

to the statutory role, our recommendations, like those of the Breed Study, would urge a broad interpretation of the role of the Commission, one which would assist the Department and "help them improve the quality of programs for youth by speaking out on appropriate issues related to budget, program needs, special projects and, certainly, the inadequacy of the physical facility."

The addition of the Ombudsman Program would provide the time and resources to expand beyond reactions to negative situations and allow the Commission to focus on the full range of residential and nonresidential programs anticipated under the Department's new agenda.

NAC Standard 4.82 provides constructive guidance for the role of an ombudsman.

The ombudsman should investigate matters that are not raised in grievance procedures. Ombudsmen can initiate investigations where a juvenile has not made, or does not want to make a formal complaint, or where the matter to be investigated is not appropriate for a grievance procedure. The latter may involve matters of misfeasance or malfeasance by the facility administrators, matters pertaining to the quality of treatment or compliance with state laws requiring specific standards for educational programs. The role of the ombudsman is more encompassing than the grievance procedure and provides a method for the immediate identification of developing problems and the transmission of

information pertaining to them to the director of ombudsmen or to an appropriate agency official.

The combination of the grievance and disciplinary procedures and ombudsman program will ensure maximum protection of a juvenile's rights while in residential settings. The existence of an ombudsman can also facilitate the flow of information to outside groups, provide a perspective different from that the staff regarding the program and individual needs of children, stimulate change and improvement in the treatment of children, and provide an ongoing evaluative mechanism to monitor the types of treatment children are receiving in facilities. The ombudsman also has the authority to monitor the grievances of a delivery of services to juveniles under community supervision.

This standard also urges statutory protection for statements made to the ombudsman. Such protection is necessary in order to achieve the proper levels of communication between the ombudsman and the residents or staff. The protection is in the form of a waivable privilege held by all persons providing information.

Conditions of Confinement

There is a need to improve the conditions of confinement for referred youths securely detained at the Youth Guidance Center. Particular areas of need

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recognized during the personal interviews and Employee Attitude Survey are listed below.

- Medical and mental health services.
- Education services.
- Individual and group counseling.
- Active and passive recreation.
- Assessment and classification.

- (1) The Department should assure that, wherever practical, the activities of the Youth Guidance Center are conducted in a coeducational manner.
- (2) The Department should create a predictable full-day schedule of activities for all youths in residence at the Youth Guidance Center. For the large majority of youths confined less than thirty days, these activities should concentrate on assessment, education, recreation, group counseling, and visitation to minimize the amount of time spent in the living unit.
- (3) The Department should finalize and implement policies and procedures currently being developed on discipline and grievance matters as soon as possible.
- (4) In conjunction with the Department of Parks and Recreation, the Department should develop a plan and schedule for large muscle and passive leisure activity, recognizing the following elements.

- Recreation staff should develop programs so that juveniles benefit from their detention experience. Programs should provide acceptable leisure time activities to alleviate idleness and boredom, provide positive reinforcement and develop the concepts of cooperation and sportsmanship.
- Programs should be coeducational and co-recreational whenever possible.
- All recreation activities should be consistent with the needs and preferences of the juveniles, not the staff. Not all juveniles enjoy organized sports such as basketball, volleyball and softball; noncompetitive activities therefore, should supplement organized sports so that all juveniles can feel at least moderately successful. Certain activities such as tumbling, wrestling, weight lifting, etc., should be conducted only if a skilled person is assigned to supervise the activity.
- If a number of juveniles indicate a lack of interest in a scheduled activity, it should be reevaluated. A "suggestion box" for juvenile input about recreation programs should be available.
- Quiet time leisure activities should include arts and crafts.
- The recreation staff in coordination with volunteers, detention counselors and shift supervisors, should develop and implement a behavioral incentive system. The incentive system will provide the opportunity for juveniles to earn additional privileges and activities contingent upon acceptable behavior.

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- The recreation staff should recruit and coordinate community volunteers to be involved in special recreation programs and events.
- Staff are encouraged to be involved in the sports and games, but they should do so only if their involvement does not impair the supervision of the juveniles.
- The recreation staff should continue to organize a number of activities in addition to the daily routine programs described above. Activities, however, should not be scheduled outside the perimeter of the facility. The activities may include a weekly full length movie, a weekly party for well-behaved juveniles, a weekly party for the two cleanest units, parties for holidays and special events, roller skating, organized team sports such as basketball, volleyball and softball, dance instruction, exercise clubs, weight watchers club, sewing club, etc.

(5) The Department should encourage increased contact visitation in normal settings by residents with parents and siblings. Visitation should be available on a daily basis during hours which accommodate varied parent work and child care schedules.

(6) The Department should work with the San Francisco School District improve the current educational program for youths in residence at the Youth Guidance Center and to bring the program into compliance

with Public Law 94-142, the Federal Education for All Handicapped Children Act of 1975.

- Because of the short stay for most students, establish the Woodside Learning Center as primarily a comprehensive assessment, diagnostic, and evaluation center for those students in the program for three to five days or less. Establish functional assessment packages for handicapped and nonhandicapped students to determine their academic, social skills, daily living, and prevocational and vocational strengths and weaknesses. These assessment packages should correspond to functional curriculum modules delivered at the Youth Guidance Center, in the public schools, or in community-based education programs designed for juvenile offenders.
- Develop functional curriculum modules for delivering academic, social skills, daily living, and prevocational and vocational training to students incarcerated at the Youth Guidance Center for more than five days, and for students who may return to either the public schools or community-based education programs.
- Develop a prevocational, vocational, and career education track in conjunction with the academic track provided by the Woodside Learning Center.
- Establish an efficient and effective process for transferring educational records from the San Francisco Unified School District to the Woodside Learning Center and back. If this

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process is not developed, the education program at the Center will continue to operate ineffectively and in isolation.

- Individual Education Plans (IEP) and other educational records of handicapped students should be forwarded to the Woodside Learning Center within three school days from the day a student is incarcerated at the Youth Guidance Center.
- A process of systematic educational followup should be initiated for all students leaving the Youth Guidance Center. Probation staff should assist in this followup process.
- Probation officers should be located in or near the San Francisco Unified School District junior and senior high schools to facilitate effective transition and to provide appropriate supervision of students following incarceration in the Youth Guidance Center. Guidelines should be established and training provided to school officials to overcome the present perception of probation officers as law enforcement officers when they are officed in the public schools.
- The administrative structure of the Youth Guidance Center must be altered to establish comprehensive, coordinated services for youths incarcerated in the Center. Efforts must be initiated to stop the "turf" wars between the various custody and program administrators and staff.
- Develop effective alternative community-based programs that provide strong educational and/or vocational support for juvenile offenders following release from the Youth Guidance Center and

for those offenders who commit status offenses or other minor offenses. These community-based programs must be held accountable to provide contracted educational services.

- Given the development of a strong, viable regular, special, and vocational education program both within the Youth Guidance Center and within community-based alternative programs, judges and other judicial personnel will take an offender's educational and special educational needs into account when making sentencing and placement decisions.
- All future teachers hired by the San Francisco Unified School District for the Woodside Learning Center should have special education certification.
- All present teachers and other facility staff should receive extensive inservice training in working with and programming for handicapped offenders.
- The Woodside Learning Center should become a separately housed program with students coming to the school for education. Classrooms on all of the units should be closed. If security reasons preclude students from the B5 Unit attending the separate school program, the teachers assigned to the classroom on that unit should have special education certification (eight of the thirteen students current in B5 are handicapped and three others are at least four grade levels behind in both reading and mathematics).

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- The Woodside Learning Center should be provided with a sufficient budget, staff, and autonomy to develop a quality education program. The Youth Guidance Center and the San Francisco Unified School District should provide support for the development of a quality program and also provide stringent monitoring to assure that such a program is developed and implemented.
- (7) The Department should work with the San Francisco Department of Health to improve the current medical and mental health services for youths in residence at the Youth Guidance Center.
- There needs to be strong statements from the CPO and the Director of juvenile hall that vetoing of medical and mental health recommendations must cease immediately. Supervisors must be directed to work out policies, not memoranda of understanding, with the forensic staff around adhering to medical recommendations. There is absolutely no reason suicide precautions, therapy groups, interviewing youths on the unit, special diets, or other recommendations threaten the security of the YGC. These things occur routinely in other detention centers with less staff-to-youth ratios. All policies which pertain to medical care, suicide precautions, and mental health treatment should be written by the forensic staff, with review by the Director of juvenile hall. A "suicide level" procedure to improve staff compliance needs to be worked out and implemented. The decision to keep or discard the

"adult saturation" procedure should lie solely in the hands of the Forensic Unit.

- The forensic staff should be allowed to conduct groups of their choosing on the units, perhaps in the classrooms after school or some other suitable place. For instance, there is no drug abuse program in the YGC, as far as could be determined. In most detention centers in major cities, youths identified as being drug dependent are counseled individually and in groups while in detention. Plans for community placement are made as soon as the problems are assessed and, when applicable, youths attend groups such as Alcoholics Anonymous or Narcotics Anonymous before leaving the facility. Similarly, there are groups for youths who have been sexually victimized or physically abused. Street kids and gay youths may also be candidates for specialty groups. In order to improve the communications between the juvenile counselors and insure cooperation from their supervisors, it is recommended that all groups be co-facilitated by a member of the forensic staff and a detention counselor. No group, including the ones already in operation, should be conducted otherwise.
- The supervisors and forensic staff should begin planning a cooperative effort to train the staff in medical and psychiatric issues pertinent to the population served. Examples of topics are adolescent development, coercive family systems, principles of behavior modification, cognitive-behavioral techniques such as anger management/skill building, detection of psychiatric

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disorders such as depression and psychosis, suicide management, drug abuse, child abuse, and sexually transmitted diseases. The forensic staff should be responsible for the curriculum.

- There should be a concerted effort at team-building; i.e., assigning a psychiatry and medical staff member to each unit to attend staff meetings and deal with forensic issues on that unit during the daytime. The team building would be greatly enhanced by the development of a unit management system in which a supervisor is assigned to a particular unit and remains responsible for that unit.
- The subacute psychiatric unit now being considered is premature and should not be pursued as a function of the Youth Guidance Center at this time. If the YGC were operating the way it should, the unit would be an unnecessary use of resources. Suicidal youths can be handled in the living units (as long as the forensic staff is being used appropriately). Psychotic youths, an estimated five to ten per year, can be transferred to psychiatric facilities. There is no need to hospitalize thirty youths in six months, as was done last year. Youths requiring subacute placement (group homes, receiving homes, or residential homes) should receive these services outside of the YGC. The rationale is four-fold.
 1. It is expensive. The YGC already spends more than any similar facility on mental health services. This diverts resources from the primary mission of the YGC, which is to

- supervise and rehabilitate delinquents. It also draws resources away from educational/vocational services and community-based, less restrictive programs.
2. It is probably unnecessary. Similar communities with similar problems have not opted to develop a subacute facility under the operational aegis of the Probation Department. The limited number of youths in this category do not justify the development of a program funded in part by Departmental funds. A more rational plan would be for the Department to place those youths in existing programs and pay for the services when delivered.
 3. Given the significant problems which currently exist at the Youth Guidance Center, the pressure for the development of a subacute facility appears to arise in large part from the lack of cohesive philosophy and policies, the serious communication problems existing between forensic services and the juvenile hall staff, and from an inadequately developed relationship between YGC mental health staff and psychiatric services in the community.
 4. The current plan contains two flaws in program design which are invitations for serious difficulties. First, there is an unusually broad definition of admission criteria. With these criteria, depressed, psychotic, borderline, and anti-social youths could be admitted. Such a wide mix of youths has traditionally resulted in severe management problems and

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rapid "burn-out" of staff. Secondly, the control of admissions would rest apparently on "rigid" criteria, rather than some governing body or person (with no vested interest in the program) to assure that the target population is truly being served. In such circumstances, it is quite likely that the facility will develop its own idiosyncratic admitting criteria that could exclude some of the very youths the YGC would like to admit.

- The forensic staff should update their procedures; they have not been rewritten since 1978. The standards for the National Commission of Correctional Health Care, 1984, will serve as a framework for this effort. It is highly recommended that the YGC be required to pass an NCCHC audit within one year. With their present problems, they would fail outright.
- Looking at broader issues, not directly under the heading of medical/psychiatric, there are a number of proposed changes that could have an indirect, albeit powerful, impact on the forensic program. Population reduction, for instance, would raise the question: "should all these expensive professionals be spending their time in this building?" Parenthetically, that is a question that could be raised regardless of population size.
- Findings should be entered into the mental health log each time a youth is seen by the forensic staff. This would provide current information for consideration by the detention staff.

- (8) The Department should develop and implement an effective behavior management program for all youths in residence at the Youth Guidance Center.

Mead suggests Counseling Economy as a viable alternative to the stereotype of the traditional nonproductive custodial juvenile hall for delinquents in limbo. Its development represents a response to concerns about the impact of the detention programs on the youth, the staff, and the community. It is an affirmative response to three important questions: (a) Can the detention program help juveniles substitute their negative, hostile and irresponsible behaviors and attitudes with positive, responsible behaviors and attitudes? (b) Can the detention program help the youth develop understandings and basic or survival skills that they can recognize as helpful to them while they are in the institution? (c) Can the detention program utilize, effectively, a mode of short-term individual and group counseling that is relevant to productive institutional adjustment as well as to successful or coping adjustments back in the community?

Counseling Economy is a problem solving behavior management system to help youths in detention achieve productive self-management. The goals of this approach include (a) growth in self-concept or self-esteem, (b) improvement in social skills, (c) gain in work skills, (d) development in problem solving skills, and (e) achievement of productive behaviors.

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Support strategies consist of (a) four behavior standards, (b) a panel for behavior review, (c) a merit system, and (d) techniques for managing disruptive behaviors.

Behavior standards ensure the protection of each youth's rights, define his responsibilities, and provide for the maintenance of an atmosphere within which he can give and receive help as well as realize optimal productivity.

The Panel for Behavior Review makes decisions and recommendations with respect to the behaviors of residents. It meets daily to assign rewards for appropriate behaviors and fines and other remedies for inappropriate behaviors. It is the formal vehicle through which the youths enjoy participation with the staff in crucial decisionmaking within the program.

Through the merit system, youths receive positive feedback, recognition, and reward for their contributions to and achievement in the program. (Counseling Economy, 1986)

- (9) The Department should establish a committee to develop an effective security classification system within the Youth Guidance Center based on a comprehensive intake assessment. Significant factors used in this assessment should be sophistication, service needs, youth rights, size, offense, assaultive behavior, and vulnerability to

victimization. While the temptation is great to establish various levels of security within the juvenile hall, a consensus opinion existed on the team that this would effectively "pigeon hole" residents and have the overall effect of increasing the architectural security within the facility. Rather classification within the facility should be based on the needs of the residents and services to be provided rather than architectural security.

Contracting for Direct Services

There is a need for the Department to enter into a an independent contract agreement with a private community agency to provide a wide array of direct services to meet the needs of referred youths who are diverted from the court process, require nonsecure residential or home detention while awaiting court appearance, or need treatment services while under probation supervision. These services would not replace the services provided by probation officers but would supplement them.

- (1) The Department should conceptualize, enter into, monitor, and evaluate contractual agreement with a private community agency which would, in conjunction with the Department, identify, procure, train, develop, monitor, reimburse and evaluate a variety of direct services for use by probation officers as needed. The contractor would work closely with probation officers to determine the major areas of need exhibited by referred youths and enter into subcontract agreements with local agencies. These agencies would then work with probation

RECOMMENDATIONS FOR ACTION

officers to provide specific services for youths. This would include educational, residential, vocational, for chemical abuse, mental health services, home supervision, employment, counseling, and other related services as necessary.

- (2) The Department should establish a new professional staff position of Contract Developer and Evaluator to procure, negotiate, monitor, and evaluate the independent service contract on a continuing basis.
- (3) An Advisory Council to guide and advise the Department and the independent service contractor should be appointed jointly by the Mayor, the Superior Court, and the Board of Supervisors. The Council should consist of Department staff, representatives from the Departments of Social Service and Health, the San Francisco School District, the San Francisco Police Department, citizen advocates, elected and appointed officials, community and neighborhood leaders, and young people familiar with the area of juvenile justice and delinquency prevention. Representation on this Council should include youth service programs operating in the neighborhood from which the greatest percentage of court referrals come. This representation will provide a neighborhood perspective which automatically becomes part of the planning process and actual service delivery. The Council should collaborate with the CYA Juvenile Justice Community Resource Program to assure full use of the resources authorized under Section 1784 of the California Welfare and Institutions Code. The Council should be chaired by a

nongovernmental official and staffed by the Department's Contract Developer and Monitor.

(4) The Department and the independent service contractor should consider development of the following direct services for use, on an as needed basis, by the intake, detention, and probation personnel. This would aid in resolving the current dilemma of an oversupply of delinquent youths and the undersupply of suitable programs.

-- MENTORS: A cadre of well-trained and committed individuals from the community should be developed to work directly with probation officers in carrying out their various responsibilities. These individuals would be procured, trained, and monitored for the Department through the independent service contract, and work under the supervision of the assigned probation officer. The range of services provided by the mentor would include involvement in the initial screening and assessment with followup for youths diverted from the court process, home detention and emergency nonsecure shelter care for youths awaiting court appearance, and assistance in implementing the individual treatment plan for those youths being supervised by the Department following disposition. The use of mentors would significantly increase the frequency of contact with the youths and capitalize on recent research findings which indicate that the frequency of contact, not the length of contact has a

RECOMMENDATIONS FOR ACTION

positive impact on recidivism. Further, mentors could provide the essential ingredient which is found in all successful youth service programs: followup. Gendreau and Ross found meaningful followup to employment or school placement consistently spelled success in treatment programs.

OUTREACH AND TRACKING: Outreach and tracking slots are provided by private vendors which they then use as initial placements, or for supervising juveniles after their release from a residential program. Outreach and tracking slots can also be used for diversion.

These programs use recent college graduates or ex-offenders to keep close tabs on the youth. Caseloads are kept around seven or eight and face-to-face contacts exceed four times a week. Supervision of caseworkers is close and continuous and some programs include a clinical psychologist as part of the supervisory team. These outreach and tracking programs cost between \$7,000 to \$10,000 per slot per year and youths are assigned to them for periods exceeding six months.

Outreach and tracking slots are appropriate for youths who can function and receive all the services they need in the community, and who have a suitable place to live. Outreach and tracking makes sure they continue moving in the right direction or pulls

them back into custody when it becomes clear that they will not. A recent study of Massachusetts DYS recidivism rates found that forty-nine percent of their releasees had not been arrested one year after their release, a success rate that most states cannot come close to matching.

ALTERNATIVE DISPUTE RESOLUTION SERVICES: These services are made available for those youths arrested and referred, but whose instant offense and offense history do not require the more formal machinery of the legal process. Criteria should be established for use by the Department in making referrals to these resources. The American Bar Association Dispute Resolution Center process of "binding arbitration" could be used with certain property-related offenses requiring payment of restitution and/or community service. In similar fashion, the Community Boards Program could be used in referrals involving family and school problems or related interpersonal difficulties.

COMMUNITY PROGRAMMING: These services are is a viable nonsecure option which should be developed by the independent contractor. These programs accept court-committed youths on a daily per diem basis. The juveniles either come on their own or are picked up at their homes each morning and brought to the program site. In Florida, a program operated by the Dade Marine Institute provides a complex of temporary classrooms, shops, and dock facilities.

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During the day the youths attend remedial education classes on the site, receive training in scuba techniques, help in maintaining the site and its equipment, and occasionally participate in overnight diving expeditions or extended work projects. These programs are a combination of continuation school and job corps with a marine focus.

A recent evaluation of program recidivism rates concluded that the program at Dade Marine Institute appears to have the highest proportion of successes among Florida's juvenile programs. Across all programs, only twenty-six percent of the subjects studied avoided another referral within twenty-four months of their release. Among Dade Marine Institute graduates, the success rate was forty-eight percent. Other community programming projects like Project New Pride and Outward Bound have documented similar successes.

The Dade Marine Institute concept is clearly most appropriate where the youth has a satisfactory living arrangement but is not motivated to participate in traditional education or vocational training activities on his own, or is a source of chronic behavioral problems when he does. The special attention and additional resources that are made available through the Institute, over and above what are available in a regular classroom, are apparently enough to get many youngsters back on track,

at far less cost than would be required for a residential placement.

In Hennepin County (Minneapolis), Minnesota community programming, called intensive home-based services, were found to be an effective and viable alternative to out-of-home residential care for troubled youths. In an evaluation, the fifty-five home-based clients spent 1,500 fewer days in placement, and had shorter stays, than fifty-eight clients in a control group in residential programs. County officials indicated that the project resulted in an actual reduction of more than 10,000 potential placement days budgeted by the county at a savings of over \$1 million.

While none of the youths aged twelve to seventeen involved in the study were under court order for placement, most of the youths were described as out of control and all had behavior problems. All of the families had numerous, serious problems including violence and chemical abuse, the majority of homes were one parent, and forty percent had been in prior out-of-home placements.

Each worker in the special unit was assigned only two families at a time and treatment was limited to four weeks per family. Workers were available outside usual working hours, both in

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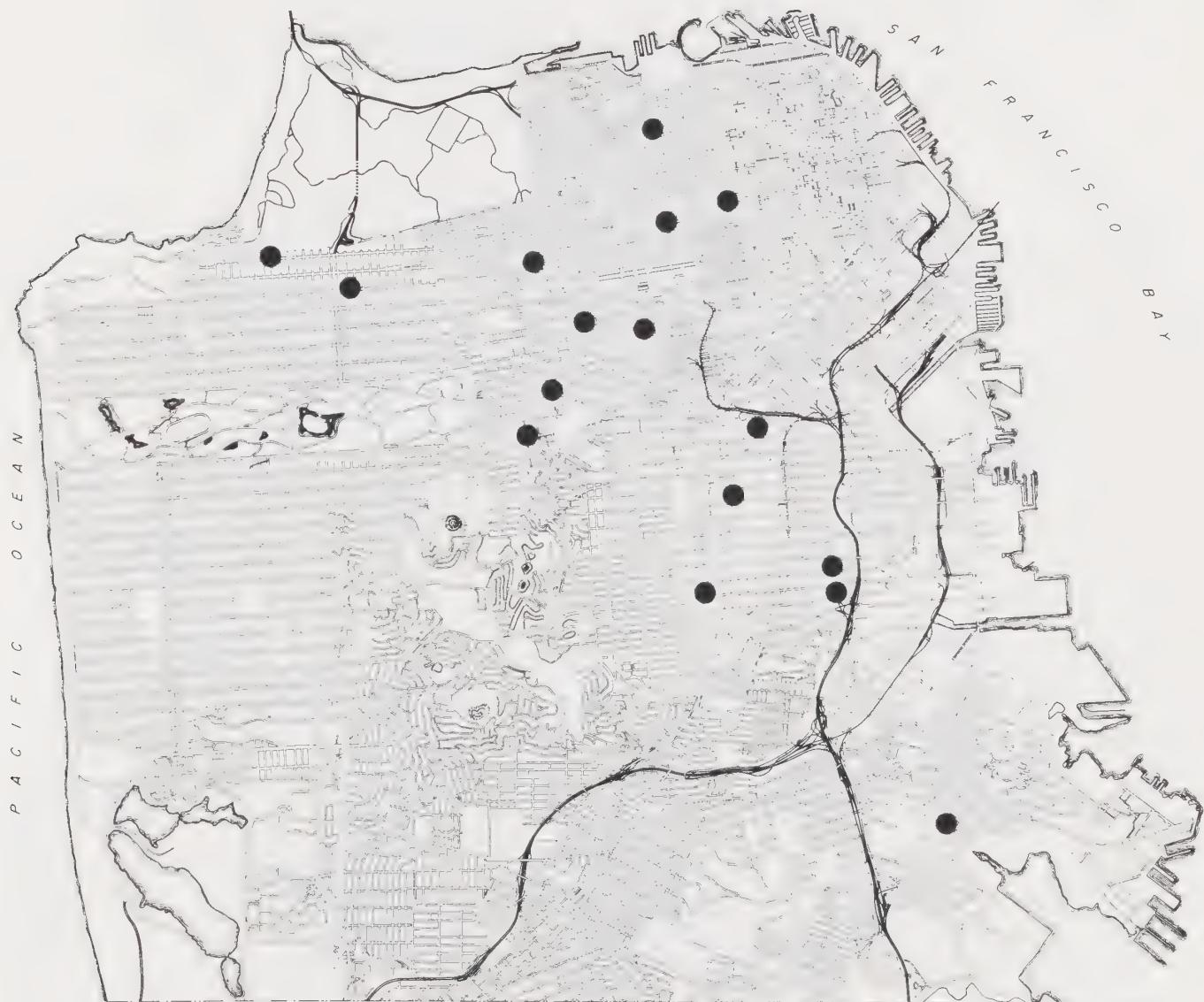
person and by phone. The treatment approach stressed parental empowerment with techniques geared to mutually agreed upon goals--such as improving child management skills and, for the child, returning to school and studying. About eighty percent of the families participated in the treatment program to some extent; sixty percent accepted the setting of goals and most made progress in accomplishing them.

GROUP AND FOSTER HOMES AND THERAPEUTIC COMMUNITIES should be developed by the independent service contractor for use by the Department. Successful residential programs, like the House of Umoja in Philadelphia and the 735 House in Boston have documented success with chronic delinquent offenders. Locally, important lessons can be learned from the highly successful residential adult program at Delancey Street.

The 735 House, for example, provides fourteen beds, under contract to the state, for an average stay of sixteen months and a cost ranging up to \$30,000 per year. Residents move through a well-structured set of phases, beginning with minimal privileges and attending classes on-site. The most senior residents run the house, assigning duties and punishments and insuring that everything gets done. In these settings positive peer culture is clearly working, at least to the extent that it eliminates many security concerns. The Massachusetts group home network allows

COMMUNITY-BASED SERVICES

Multi-Service



COMMUNITY-BASED SERVICES

Residential



Mental Health



COMMUNITY-BASED SERVICES

Education/Employment/Vocational Programs



COMMUNITY-BASED SERVICES

Substance Abuse



residents to take advantage of the excellent special education programs offered by many local school districts, without having to build a costly and educationally inferior duplicate system within the state correctional system. There is absolutely no movement in Massachusetts to undo the deinstitutionalization reforms of the past twelve years.

Intake Decisionmaking and Diversion

There is a need to reconceptualize and upgrade the Department's intake decisionmaking process and increase the number of referred youths who are diverted from the court process to effective community-based resources for the resolution and treatment of problems confronting them and their families.

- (1) The Department should establish Youth Service Centers (YSC) in the Mission and Bayview-Hunters Point District to receive referrals directly from police, parents, probation, and self-referrals on an around-the-clock basis. All referrals to the Department would be processed at these centers except those youths charged with serious crimes to the person. These referrals would be taken directly to the Youth Guidance Center. Services provided at the YSC would include:
 - police investigation and processing
 - screening and assessment
 - medical and mental health services
 - crisis intervention and dispute resolution
 - short-term staff secure residential transition quarters

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- transportation
- referral and followup

A majority of the probation staff would be officed in these centers, including the Director of Probation Services. Flexible office space would be provided for agencies providing direct services to youths under contractual agreements with the Department. Flexible space would be provided within the centers for general community meeting and training uses. Primary attention would be directed to younger youths referred on an initial offense with an emphasis on immediate screening and involvement of the youth's family, and connection with neighborhood resources.

- (2) The Department should develop the capability to provide some level of risk and needs assessment and plan of action for all youths referred to a YSC or the YGC. Each referral received at a YSC would be stabilized and face-to-face contact made between the intake worker, the youth and the youth's parent or guardian on an around-the-clock basis. A mentor would also be involved at the point of initial contact with the YSC and carry continuing responsibility with the youth and family under the general supervision of the probation officer. The level of assessment and plan development would vary based on the individual circumstances ranging from an office assessment and family discussion where the youth is diverted to a community resource agency to a comprehensive assessment and treatment plan

submitted to the court as part of the adjudication and disposition process.

- (3) The Department should establish a pick-up order registry to log every pickup order issued and assign a mentor to followup every order, including contact with the school and parent to gather more information. A contact police officer should be designated and issued copies of all pickup orders. A second summons should be issued for the youth so that if an oversight was involved, a second chance will be offered before an arrest resulted.

Detention Decisionmaking and Supervision

There is a need to reconceptualize and upgrade the Departmental detention decisionmaking process and reduce the number of referred youths who are securely detained pending court appearance.

- (1) The Department should promulgate guidelines for detention decisionmaking as described below and establish a validation process for periodic review and revision of the guidelines to meet the goals of the Department. It is recommended that the guidelines implemented in San Francisco embody the spirit of nationally recognized standards which provide guidance for the use of detention: equitable, specific, and objective decisionmaking designed to insure that the goals of public safety and timely court processing are maintained.

As such, the National Advisory Committee for Juvenile Justice and Delinquency Prevention offers the following guidelines:

CRITERIA: Juveniles should not be securely detained unless:

1. They are fugitives from another jurisdiction; or
2. They request protection in writing in circumstances that present an immediate threat of serious physical injury; or
3. They are charged with a crime of violence (criminal homicide, forcible rape, kidnapping, robbery, mayhem, aggravated assault, and extortion accompanied by threats of violence) which if committed by an adult would be a felony; or
4. They are charged with a serious property crime or personal crime other than a crime of violence which if committed by an adult would be a felony, and
 - a. They are already detained or on conditioned release in connection with another delinquency proceeding; or
 - b. They have a demonstrable recent record of willful failures to appear at family court proceedings; or
 - c. They have a demonstrable recent record of violent conduct resulting in physical injury to others; or
 - d. They have a demonstrable recent record of adjudications for serious property offenses.

Discretion and probation officer professional judgement should continue to play a role in the detention decisionmaking process. The result of this will be a number of referred youths who are "eligible" but not preferred to secure detention. In the same manner, some referred youths who are "not eligible" may present an unforeseen risk or have an active warrant which may necessitate secure detention.

Taking all of this into consideration, we estimate that an average daily population of twenty-three beds will be needed. Adjusting this figure for seasonal population peaks would involve an eighteen percent increase to twenty-seven beds. The estimated forty-two percent

increase in the population at-risk through the year 2007 would bring the estimated bedspace needs to thirty-eight.

Application of criteria which reflect both national and local concerns will yield different results. Such predispositional guidelines can look like this:

- (1) Court order.
- (2) The minor is alleged to have committed an offense listed in 707(b).
- (3) There is a prior sustained adjudication of a 707(b) offense within the past year and the current offense is a serious property crime in excess of \$400.
- (4) The youth is a CYA or LCRS parolee and released with the past six months and is arrested for a felony.
- (5) Warrant.
- (6) At the time of arrest, there have been two prior arrests within ninety days and diversion services have been employed.

The result is an average daily population of thirty-eight with peak bedspace adjustments for an increasing at-risk population of sixty-three.

- (2) The Department should utilize a mentor-type program noted earlier in this report to provide thirty to forty slots to supervise and support youths who are released to their own homes awaiting court appearance. As in the case of youths diverted from the court process,

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mentors supervising youths on release status would be screened, trained, and monitored for the Department under the independent service contract and work under the supervision of the assigned probation officer. This should be implemented consistent with Section 628.1 of the California Welfare and Institutional Code.

- (3) The use of detention criteria is only one aspect of a full-service predispositional placement network. Therefore, the Department should develop twenty to thirty nonsecure residential beds through the independent service contract to provide care and custody for those youths who do not require secure detention but are unable to return to their own homes immediately. These beds should be provided on an emergency foster care basis or on a group shelter basis and have the capability of using a mentor if the situation merits.. This should be implemented consistent with Section 636.2 of the California Welfare and Institutions Code.
- (4) The Department should discontinue the use of the West Portal Receiving Center once the independent service contract is in place and capable of providing alternative nonsecure residential programs for status offenders.

Correctional Decisionmaking and Supervision

There is a need to reconceptualize and upgrade the dispositional decision-making process and implement a comprehensive correctional classification and

case management system. This system would assure protection of the public safety while providing flexible, individualized plans for supervision and treatment of each youth.

(1) The Department should establish a committee to implement a classification and case management system. The system should provide a thorough assessment process that documents a youth's criminal history, current needs, and potential risk to the community integral to a system that provides a wide range of service programs, from secure institutional to minimum community-based supervision. The goals of the assessment process are:

- to minimize risk to the community
- to identify needs of youths
- to determine appropriate placement
- to assist in the development of a thorough continuity of care plan
- to link youths to needed services.

Factors related to success in this area need to be incorporated at an early stage.

- Scoring procedures should be simple to assure proper completion of the scale.
- The classification rationale must be readily apparent and accepted by probation staff.
- The subjective judgements of the probation officer should, to some extent, be maintained.

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- Periodic reassessments should be an integral part of any classification process.
- Classification should be incorporated into the agency's record-keeping system. Automation of the system will provide rapid access to information and ease the classification process.
- Representatives from each level of the organization (including the union) should be involved in the entire effort from design of the classification instruments through training of staff to use the system. This fosters "ownership" and avoids the conclusion by line staff that the system is merely a management attempt to increase accountability.
- A variety of options within each supervision level should be developed. The data have shown that the client population is very diverse. The service delivery system should be diverse as well.
- A classification system evaluation team should be established to refine and improve the assessment tool over the next eighteen to twenty-four months.
- A process for reassessment should be established for youths already into their supervision programs. Reassessment of progress is critical to successful programming and allows for evaluation of the youth, the program, and the classification system.

The classification and case management system would be closely linked to the direct services available through the independent service contractor and identify the treatment needs of each youth.

- (2) The Department should give serious consideration to adopting the principles of the OJJDP Community Reintegration Model approach to serious and violent offenders for selected youths currently committed to the Youth Guidance Center and the Log Cabin Ranch. Four research and demonstration sites in Memphis, Detroit, Boston and Newark implemented multi-phased projects for youthful offenders with a current adjudication for a violent crime (murder, rape or sodomy, armed robbery, aggravated assault, kidnapping) plus a prior felony conviction. Each project used a community reintegration model which involved diagnostic assessment, secure care, community-based residential programs, and community living under intensive supervision.

Each project sought to link movement from secure care to progress in treatment, and used community-based residences as a bridge to community reentry. Rewards and sanctions were applied throughout each treatment phase--with positive behavior bringing more rapid movement out of secure confinement and inappropriate behavior putting them back to more restrictive settings. While results are preliminary at this point, considerable success has been documented with the approach, particularly as it relates to vocational education, life skills, and job placement and followup.

RECOMMENDATIONS FOR ACTION

A program tailored after the OJJDP community reintegration model must have the capacity to balance the need for control of youths against the need for variety and flexibility in the youths' changing treatment needs. The program is intended to accommodate offenders normally committed to the Youth Guidance Center and the Log Cabin Ranch. If implemented, this program would dramatically reduce both the period of confinement and the average daily population at YGC and LCR.

While the approach has considerable merit for noncommitted youths placed on probation supervision and should be considered within the framework of the recommended classification and case management system, it is particularly useful as an alternative for those youths currently committed to the Youth Guidance Center and the Log Cabin Ranch. It provides short-term, intensive treatment in a controlled environment, followed by gradually relaxed controls aimed at ultimately substituting the youths' internal controls for all methods of external controls.

- (3) The Department should close down the B-1 program as other correctional program approaches are established under the independent service contract.

Research and the Information System

There is a need to reconceptualize and upgrade the current information system to provide timely, accurate, and comprehensive information to decisionmakers at intake, detention and disposition, and to evaluate over time the decisions and practices of the Department.

- (1) The Department should establish a committee to review the current information system and recommend a reorganization which will support the needs of the administrative, line, and contracted staff. This review should focus on (1) data to be gathered on each youth referred to the Department and moving through the court process; (2) data required by Departmental staff who make, or are involved in, the intake, detention, and correctional classification decisions; (3) data related to the due process rights of youths in custody; (4) data related to empirically-based research and program evaluation; (5) data used to assess the overall operations of the Department, particularly as they relate to the staff performance and policy and procedures; and (6) data related to the needs of youths under the supervision of the Department.

Baird cites recent experiences with probation management information systems and describes essential attributes which should be considered.

- Utilizes a combination of manual, batch processing and on-line applications to meet agency needs;

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- Captures data from forms used for other agency purposes rather than adding a new layer of paperwork;
- Is dynamic and flexible. Items and report formats can be added, changed or deleted without a major programming effort;
- Routinely provides aggregate information to management. (Management use of this information should, in turn, be conveyed to line staff staff);
- Provides timely and useful information to all levels of organization and is integrally tied to other management functions;
- Includes routine editing procedures (manual and/or automated) to protect the integrity of the data; and
- Finally, the automated portion of an agency's information should remain uncomplicated.

(2) Over the long term, the Departmental information system should develop into one capable of system-wide evaluation. System-wide evaluation is concerned with the overall impact of the Department's activities, and includes taking into account the interrelationships of programs being evaluated within the larger social service systems and other impinging systems by increasing the number of variables being considered.

(3) The Department should provide an additional full-time professional position to staff the committee and provide operational continuity once the committee produces a plan.

Background and History

To gain some perspective of the facility's current problems, it is worthwhile to look briefly at our City's history of administering juvenile justice.

Beginning in the 1870s, judges committed juvenile offenders to the care of sea captains at whose hands they were often badly mistreated. During the 1880s and 1890s, they were contracted to nearby lumber camps where their treatment was better and they remained closer to home.

In the decade from 1900 to 1910, there was a major change. Several volunteer groups opened juvenile homes, and by 1910 Father Crowley and other religious leaders had convinced the City government to construct an ultra-modern juvenile hall at 150 Otis Street. This first structure served the City from 1916 until 1949. Increased juvenile delinquency and child neglect resulting from conditions generated by World War II caused severe overcrowding and in 1943, Thomas Foley, Supervising Judge of the Juvenile Court, persuaded a grand jury to declare the facility "horrible".

In July 1943, a citizens committee appointed by the Superior Court seriously examined 52 sites for the construction of a new facility. The committee, which later became the Juvenile Justice Commission, unanimously favored the old Ingleside jail site in Balboa Park, but the City's Park

Department would not release the jurisdiction. So in late 1944, architect William Merchant was commissioned to design a group of structures at 375 Woodside Avenue on the steeply sloping eastern-most tip of the old Laguna Honda Home, owned by the City's Department of Public Health. The citizen's committee believed that this site "lacked proper accessibility and suffered from unfavorable climatic conditions." Nonetheless, groundbreaking was held in September 1948 with great expectations. An initial 1944 City bond issue of \$1,250,000 was supplemented by a 1948 City bond of \$2,750,000 and a 1949 fiscal budget grant of \$300,000 to cover the total construction cost of \$4,277,677.

After more than two years of severe grading and heavy reinforced concrete construction, the City's new Youth Guidance Center opened in October 1950. It was hailed as one of the most progressive facilities in the nation. This new facility had finally solved the historical problems of isolation, silence, lack of activity, cheerless rooms and indifferent jailers cited by sociologists Ruth Tolman and Ralph Waves in their 1950 report to the California Advisory Committee on Detention Home Problems.

Unfortunately, 50 youths escaped during the first six months that the new facility was open. Supervisor Eugene McAteer questioned the management of the construction budget and the facility came under severe public scrutiny. Negative publicity concerning the new facility filled the daily newspapers for months. Chief Probation Officer George Osaske's resignation was

required in 1951 to quell the political scandal and remove daily operations of the facility from the media's attention.

The first of many outside investigations was conducted in 1951 by the California Youth Authority (CYA), and the National Probation and Parole Association. In 1957, the grand jury requested another CYA review focused on overcrowding. In April 1965, Judge Raymond J. O'Connor assumed the juvenile court bench and issued new policies which dramatically increased rates of detention. During the year 1966, the same facility which is now rated for 138 youths had an average daily population of 334 and a peak of over 425.

No significant improvements had been made as a result of the studies between 1951 and 1965. Then in 1968-9 a report was issued by a citizens committee appointed by the San Francisco Council of the Bay Area Social Planning Council, at the request of the Juvenile Justice Commission. This three-phase report listed 67 specific recommendations regarding the Police Juvenile Bureau, Department of Social Services, probation, detention, educational and health services.

Unfortunately, many of these valid recommendations were not implemented and have reappeared in the sixteen reports, analyses and investigations prepared during the past eighteen years. The Mayor's Office, the Juvenile Justice Commission, the Delinquency Prevention Commission and various yearly-appointed Civil Grand Juries have been the public sponsors of most of these

reports. Private organizations, which have had an impact on the present Citywide youth services programs through their reports, include the San Francisco Junior League, the Coleman Advocates, the San Francisco Office of Children, Youth and Families and the Community Boards Program.

Purpose

This **FACILITY ASSESSMENT** provides a comprehensive analysis of current physical conditions at the San Francisco Youth Guidance Center. The existing conditions data coupled with the program assessment will form the basis for developing three **FACILITY DESIGN OPTIONS**. The first scheme will cost less than \$2,500,000 and will address the highest priority recommendations produced by this facility assessment. The second design scheme will have no cost limit and will seek to remedy as many problems as possible within the physical constraints of the present site. The third design scheme will be a new facility unconstrained by site or resources. By presenting a range of options, the relative merits of each may be better understood and appreciated.

This **FACILITY ASSESSMENT** does not review any aspects of other facilities under the jurisdiction, in whole or in part, of the Juvenile Court, including Log Cabin Ranch, Glenwood Ranch, Hidden Valley Ranch, Larkin Street, or Huckleberry House. It is not the intent of this assessment to analyze any programs administered by the Juvenile Court; this analysis is provided by the program assessment. However, since programs and the

facilities in which they function are so entwined, there are many instances in which it is difficult to draw clear lines of distinction.

Approach

Experienced licensed architects, planners, and structural, electrical and mechanical engineers have reviewed all available drawings, specifications and reports regarding the current physical condition of the Youth Guidance Center facility. We have toured the buildings and grounds on many occasions and have discussed specific critical aspects of the systems comprising the YGC with present and past engineers responsible for maintaining these systems. We have reviewed anticipated future work with the San Francisco Bureau of Architecture and coordinated our findings.

Throughout our investigations, we have inventoried all data prior to analysis so that this study's data may be used for any future remodeling schemes, regardless of use. Appropriate specific standards have been reviewed for Juvenile Hall. Our evaluation of the facility's adequacy, efficiency and ability to meet user needs has prevented the scope of these reviews from being purely technical.

Once current conditions were established we compared them with state and national planning standards and state and local codes. Necessary repairs made evident by these comparisons were included in the conceptual cost estimates of the structural and mechanical and electrical systems sections. More detailed descriptions of facility improvements based on the

recommendations included in the other sections will be provided with itemized cost estimates in the **FACILITY DESIGN OPTIONS** report to be issued subsequently.

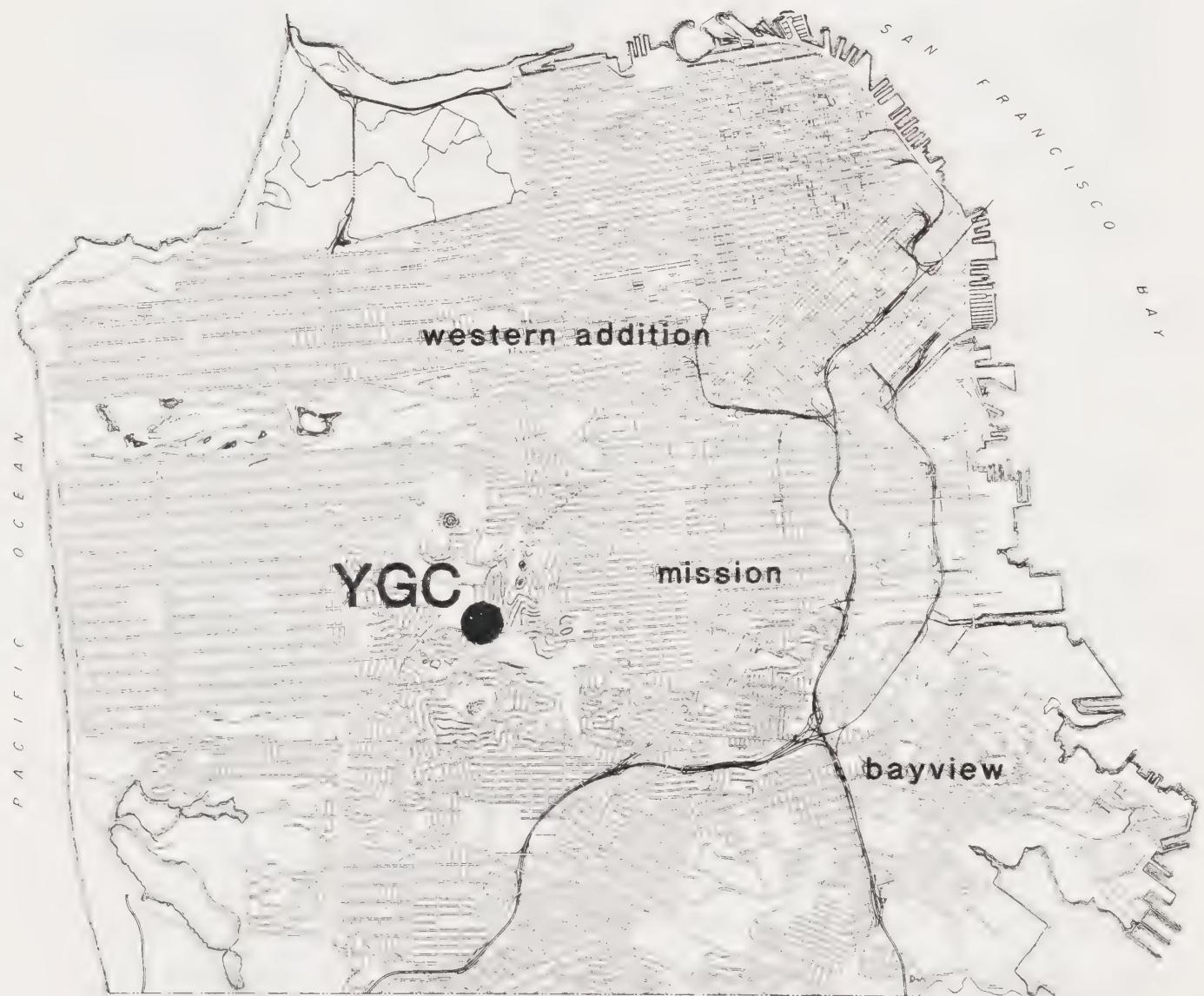
A - SITE CONSTRAINTS

Location

The site of San Francisco's Youth Guidance Center was selected in 1944 after a thorough investigation of over 50 possible locations. In the end, the City's Park Department would not relinquish the preferred parcel, so the Juvenile Court was forced to settle on the present site at 375 Woodside Avenue. There are many reasons why this site was then considered a poor choice, and developments over the last forty years have only strengthened those arguments.

The main problem is that the site is geographically remote from the population it serves. The majority of youths served by the Juvenile Court live in the poorer neighborhoods located in the valleys along the eastern side of the City. These include the Western Addition, Inner and Outer Mission and Bayview/Hunters Point neighborhoods. These predominantly Black and Latino neighborhoods are warmer and sunnier and characterized by older, attached two and three story residential and commercial buildings with few views or open spaces. The YGC site is on the crest of one of the highest hills in the City with views of San Francisco Bay to the east and the Pacific Ocean to the west. Strong winds, fog and rain are much more frequent here. The neighborhood consists mainly of one and two story, single-family, detached dwellings stretching from the site to the Pacific Ocean along Portola Drive, a Planning Code-designated scenic street.

MAP H: LOCATION



SITE CONSTRAINTS

This isolation is compounded by the physical features of the site itself. First, it is difficult to enter or exit the site by car due to heavy traffic along 4-lane Woodside Avenue. Cross traffic and constant right turns off 6-lane Portola Drive and a Muni bus stop at the front entrance combine to prevent all but dangerous or illegal entrance or egress at any of the four driveways. Limiting right turns on red from Portola Drive and making a connection to Twin Peaks Boulevard would help to resolve these problems.

Secondly, the site drops in elevation almost 200 feet from northeast to southwest, necessitating severe regrading with cuts and fills of up to 40 feet in order to provide a campus plan Juvenile Hall without any interior steps. Remaining outdoor areas are too small, too cut up or too steeply sloping to provide adequate playing fields or parking spaces. Thus, a large, 14-acre site becomes too small.

Planning Considerations

The parcel is listed as Assessor's Block No. 2842-7 and consists of 607,226 square feet, or 13.94 acres. In 1947, the land was transferred from the jurisdiction of the Department of Public Health to the Juvenile Court. Original improvements to the land totaled \$4,277,677.

The site is zoned "P", Public Use. Any visible changes to the facility must be approved by the Planning Department for Master Plan review. Most of the site has a 40-foot height limit, with bulk code "X." Code "X" limitations

SITE CONSTRAINTS

vary according to the grade of the slope. They are described in Section 260(a)3 of the San Francisco Planning Code.

The perimeter of the site is designated as "OS" (Open Space). For the most part, no buildings or structures are allowed in OS areas unless in accordance with the Master Plan. OS definition can be found in Section 290 of the San Francisco Planning Code.

The site also sits in a Special Sign District, SSD-3, because it is located along Portola Drive, a Planning Code-designated scenic street. This prevents all general advertising signs and any sign exceeding 200 square feet from being located within 200 feet of Portola Drive. Planning Code Section 608.6 describes the regulations.

Value

A separate real estate analysis is currently being conducted by the Mayor's Office concerning the value and possible development potential of the current Youth Guidance Center site. Products of this study will include current fair market evaluations of the 14-acre property as well as the identification of alternate sites within the city for a new Juvenile Hall facility. It is anticipated that the City would rezone the land for single-family housing prior to sale. An approximate land value of \$20 per square foot would make 607,226 square feet worth \$12,144,520.

Site Configuration

The original 16 buildings completed in the early 1950s have a total floor area of 206,532 square feet. They include a large 3-story administration building with central courtyard along Woodside Avenue with a service building attached in the back; 2 girls' and 4 boys' cottages with common gymnasium, crafts rooms and chapel between; 2 non-secure cottages, which served dependent children, with an adjacent office building; an 8-car garage and the emergency City shelter. A perimeter service road connects four separate driveways to Woodside Avenue. Uncovered parking spaces are provided for 131 vehicles in three parking lots and two parallel parking zones. Security fencing encloses paved outdoor recreation yards totaling approximately 50,000 square feet. Low-maintenance ground cover has been planted on all non-paved areas to help prevent erosion.

This development of the site has caused three major problems. There is very limited handicapped accessibility, the paved and sodded outdoor recreation areas serving Juvenile Hall are too small, and the number of on-site parking spaces is inadequate. The handicapped accessibility and outdoor recreation problems are discussed at length under the CODE REQUIREMENTS and PLANNING STANDARDS sections of this assessment.

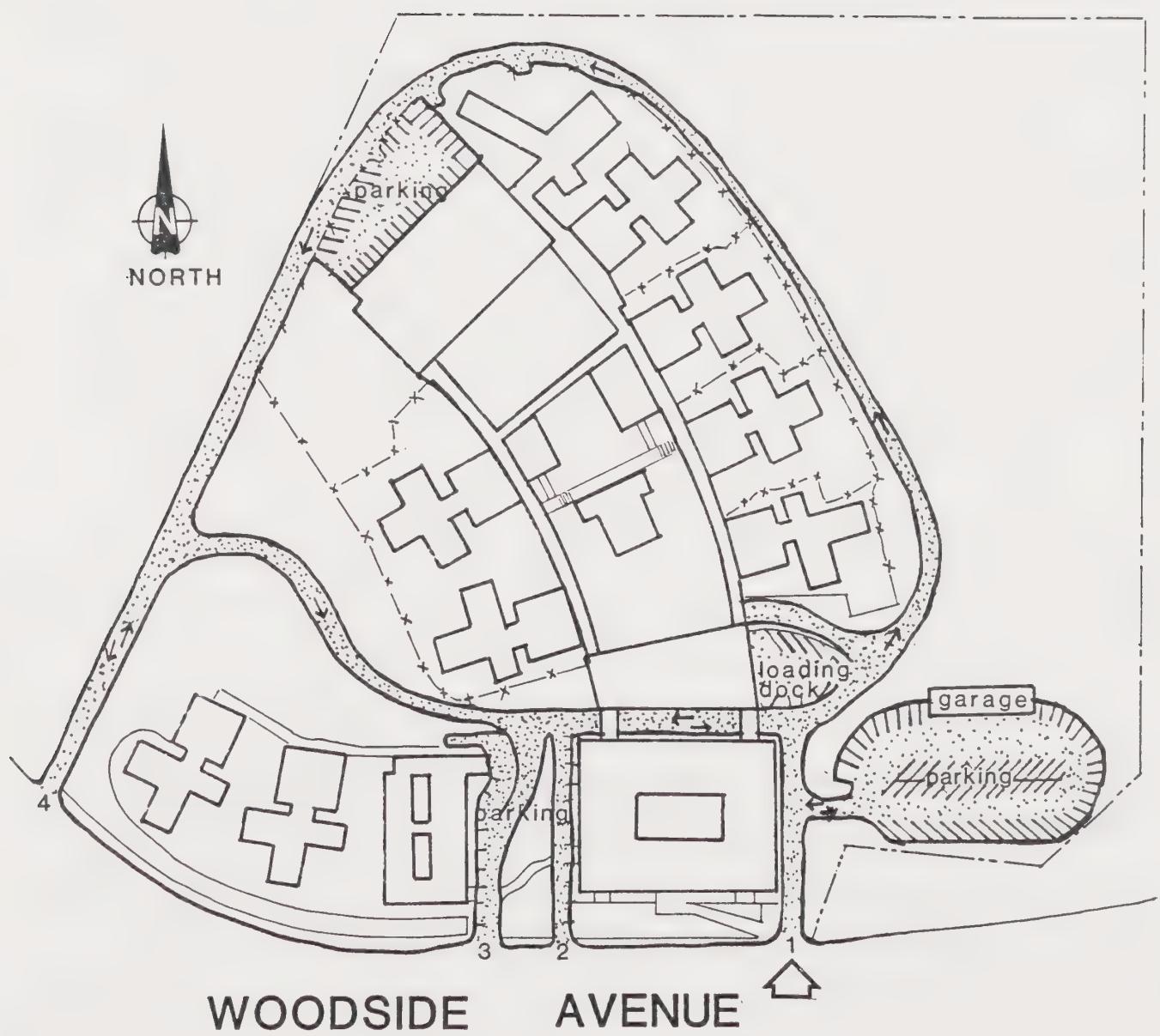
Parking

The total number of legal parking spaces on the site is currently 131. The total number of parking spaces required by YGC employees at any one time is approximately 260. An additional estimated 40 public parking spaces are

FIGURE C: BUILDING AREA SUMMARY

BUILDING		AREA (SF)	TOTAL (SF)
1	Administration (Probation Offices and Courtrooms)		
	1st floor	22,155	
	2nd floor	21,900	
	3rd floor	21,900	65,955
2	Service (Kitchen and Dining)		
	Boiler Room	3,330	
	Basement	1,830	
	1st floor	4,840	
	2nd floor	10,335	
	Mezzanine	4,480	24,815
3	Boys Residences	B-1 (Young Offender Intensive Counseling Unit)	6,400
4		B-2	6,480
5		B-3	6,480
6		B-4	6,480
7		B-5 (Serious Offender Unit)	5,704
8	Girls Residences	G-2	6,400
9	Admissions Office (RU), formerly G-1		6,480
			44,424
10	Crafts	Boys	2,934
11		Girls	2,686
			5,620
12	Gym	Boys & Girls	15,376
13	Chapel		2,970
14	Garage/Maintenance		2,453
15	Underground Utilities	Tunnels	10,800
			31,599
16	West Portal Residential Center (WPRC)		
17		W-1	10,504
		W-2 (Woodside Learning Center)	6,700
18		W-3	6,700
19	Cottage Corridors		23,904
			10,215
		TOTAL AREA	206,532

MAP I: TRAFFIC AND PARKING



SITE CONSTRAINTS

required, for a total of 300 parking spaces required on this site. Thus, 169 additional parking spaces are needed to adequately serve the facility. This is not realistic considering the slopes and campus development discussed earlier.

Many employees and most of the public now park down the hill along Woodside Avenue or on Ulloa, Idora or one of the nearby residential streets. Pedestrians cross Woodside Avenue illegally and dangerously anywhere between the Portola intersection and the push-button timed pedestrian crossing down at the Housing Authority Development. Steep grades, very tight turning radii and constricted gate widths make maneuvering in and out of parking areas extremely difficult. In contrast, traffic lanes and parking stalls are very oversized and inefficient once inside.

So far, we have been discussing long-term parking only. Three short-term parking spaces are also required. There are approximately 20 deliveries per day made by vehicles which require only one hour parking. These include police cars dropping off youths at the Receiving Unit as well as messengers transmitting medical samples, over-sized packages and special deliveries. Currently, these vehicles park in the sallyport between the Administration and Service Buildings. This is illegal and unsafe, as it prevents emergency vehicles from being able to gain access to many areas of the facility.

Current conditions at the loading dock on the east side of the Service Building are particularly bad. Six to eight daily deliveries by large cab-

SITE CONSTRAINTS

over-motor delivery vans and weekly deliveries by 30-foot tractor trailers require an inordinate amount of maneuvering by frustrated drivers who have damaged fence posts and vehicles on numerous occasions attempting to get in or out of the loading dock. While loading is in progress, 12 City car-only parking spaces are unusable and their unfortunate cars held hostage.

STRUCTURAL REVIEW

B - PLANNING STANDARDS

CONTEXT

General Overview

This section evaluates the current physical condition of the San Francisco Youth Guidance Center based on national and state planning standards established for juvenile detention facilities. These recognized guidelines draw on research, experience and case law to provide clear directions for the development of noncoercive environments and advanced detention and confinement practices. Because it is difficult for any one set of standards to adequately address all potential facility types, populations and service formats, we use specific guidelines prepared by the California Youth Authority, CYA, the American Bar Association, ABA, and the American Correctional Association, ACA, in this assessment. Together, these three perspectives provide a comprehensive base from which to evaluate all major issues. None of the three standards existed when this facility was designed and many of these same problems exist at other juvenile detention facilities across the country.

Each standard focuses on specific elements of a juvenile detention facility. For example, ACA is concerned with accreditation requirements for existing traditional facilities. These facilities are large in scale and were mostly constructed prior to the "new generation" building concepts generated in the 1970's.

PLANNING STANDARDS

The ABA standards focus on more general rehabilitative goals, stressing the need to create a normalized home-like environment. These concepts imply an increased level of staff supervision and communication between counselors and staff.

CYA standards assist Juvenile Hall administrators in working more effectively with the courts and legislatures in improving existing or designing new facilities. These standards ensure safety of youths and staff and humane conditions of confinement. They are adopted pursuant to the authority vested by sections 210 and 1712 of the Welfare and Institutions Code.

This section focuses on those current conditions which do not conform to the planning standards. Major issues are identified which need to be considered in the formulation of the architectural design program for any future remodeling or new construction. An annotated text of each standard is included as APPENDIX F. Please reference that section to obtain more detailed information concerning these issues.

ISSUES AND OPTIONS

Bedrooms Per Living Unit

A critical design issue relates to the number of bedrooms to be provided within each living unit. Larger groups of youths are more difficult to manage and create less opportunity for one-to-one relationships between counselor and youth. CYA standards call for a maximum of 30 beds per unit.

ACA suggests 25 and ABA recommends 12 to 20. This essentially programmatic decision has a direct effect on facility design options. The recommendation of our planning team is to limit the number of bedrooms per living unit to 16 or less.

Size of Single Bedrooms

All of the standards recommend no more than one youth per bedroom. However, CYA, ACA and ABA standards conflict on the recommended minimum size of a single bedroom. However, the 61 square foot bedrooms in B5 Cottage are smaller than the smallest recommendation, that given by CYA of 63 square feet. The typical bedroom size in the other eight cottages is 78 square feet. This falls between the ACA recommendation of 70 square feet and the ABA recommendation of 100 square feet with a 10 foot minimum dimension.

Two different bedroom sizes are felt to be appropriate for the facility. Short-term, one or two days, nonadjudicated youths should be housed in single bedrooms 70 square feet in area. Adjudicated youths, or long-term residents, should be housed in 100 square foot rooms, which would provide greater flexibility and a more "homelike" environment. The sub-standard size of bedrooms in B5 cottage suggests that this would be the first cottage to be used for other functions if the population of youths requiring secure detention decreases.

PLANNING STANDARDS

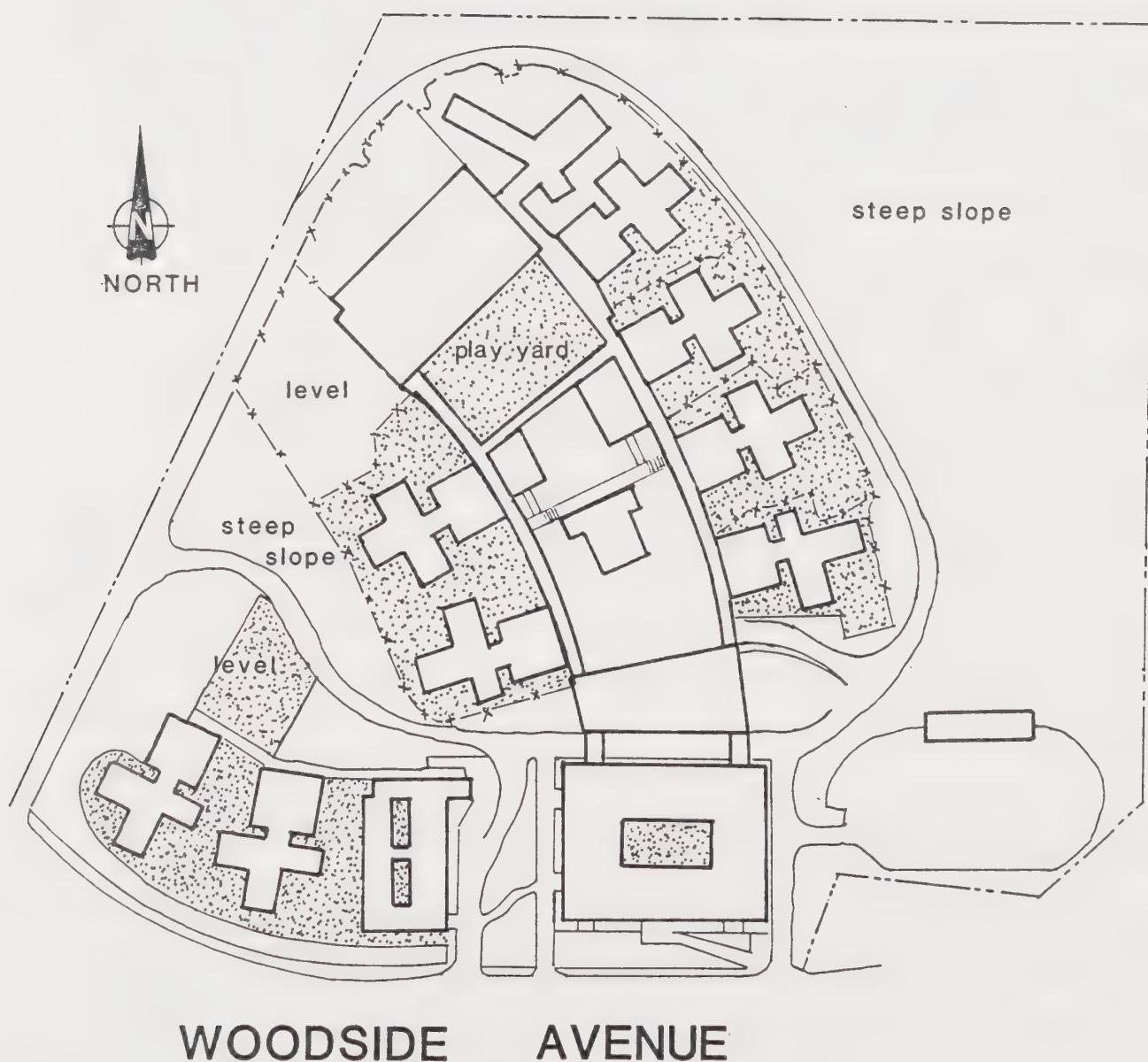
Fire and Life Safety

There are no options relative to this issue. Procedures must be provided and practices conducted for emergency exiting from the facility. Auxiliary emergency electrical power must be supplied to all emergency and exit lighting. Realistically, the emergency power should also supply the large refrigerator and freezer units in the central kitchen. Currently, no emergency electrical power supply exists. Please refer to the **MECHANICAL AND ELECTRICAL SYSTEMS** section of this report for more detailed information regarding this issue.

Outdoor Recreation Area

The CYA standards recommend two 90 foot by 100 foot hard surface play areas adjacent to a sodded playing field with minimum dimensions of 260 feet by 260 feet. Due to the size, natural slope and development of the present site, no playing field is available; nor do we see the possibility of a sufficiently large flat open area becoming available in any remodeling scheme. There is a single large hard surface play area, measuring approximately 90 feet by 150 feet. However, it is very seldom used. The current installation of a higher "non-climbable" fence around the area's perimeter should solve the problem of adequate security which now prevents daily use. A second large outdoor hard surface play area is feasible and should be provided. Many small hard surface areas exist immediately outside the living units, however, they are unusable due to their size, configuration and adjacency to large panels of window glass. A high

MAP J: OUTDOOR HARD SURFACE AREAS



PLANNING STANDARDS

priority should be placed on providing an area where detained youths could play outdoor each day.

Indoor Activity Area

Recommendations on this issue vary greatly among the three referenced standards. The present space adequately meets the 30 square feet per youth minimum recommended by CYA. However, California's weather is one of the reasons the CYA standard is so low. The ACA recommends 100 square feet per youth. Without adequate availability of outdoor recreation areas, the interior activity area should be increased.

Aesthetics

The physical appearance of the facility should create a positive "rehabilitative" atmosphere. It is possible to continue to provide adequate security at each room, at the unit boundaries and at the perimeter enclosure while creating a more "home-like" environment than presently exists. Appropriate use of color, texture, acoustical treatment and views of the outdoors should be considered.

Coeducational Activities

In an effort to comply with the uniform recommendation that the daily environment be "normalized", opportunities should be provided for common activities to be shared by boys and girls where appropriate. Currently there are few coeducational activities allowed. The Receiving Unit, RU, is coed and the girls are sometimes allowed to share meals with the RU youths.

Meals, school, recreation, chapel, counseling, visiting and other common activities offer opportunities for normal daily interaction.

Visiting and Interview Rooms

While all three standards require visiting and interview rooms, none are currently provided. These two activities require very different physical environments. A central visiting area should be established separate from the living units. This could be a large multi-purpose space where several youths may accept visitors at one time.

Interview rooms should be located within the Juvenile Hall administrative office area. These rooms should be approximately 150 square feet in size and have adequate acoustics to prevent normal discussion from being heard outside the closed door. Additional counseling rooms should be provided on each living unit.

Classrooms

A central school building and library is recommended by the standards, the San Francisco Unified School District and the planning team. At present, seven separate classrooms are located within the facility. The receiving unit has no classroom and the West Portal Residential Center, WPRC, has a remote classroom in building W1. The opportunities for conducting coeducational classes, varying class size and providing specialized

PLANNING STANDARDS

instruction are sufficient reasons for revising the present design. This will also relieve youths from the confinement of their living units.

Isolation Rooms

While all three standards recommend the use of isolation rooms, none are presently provided. There are two distinctly different reasons for requiring specially designed rooms where youths can be safely isolated. First, there is a medical reason. A youth may have a contagious disease or suffer from seizures or some other physical malady requiring constant supervision. In this case, the youth should be able to be housed temporarily in an isolation room within the medical clinic. Second, there is an emotional reason. A youth may need a "time-out" to cease disruptive behavior which the staff has determined presents a real danger to other youths or the staff. In this case, the youth should be able to be housed in an isolation room within their living unit. Immediate intensive supervision is the key factor in minimizing "time-out" isolation time.

Receiving Unit

The atmosphere of the current space needs to change from "institutional" to "responsive" to the needs of the detained youths. Three major concerns determine the planning standards for this unique area of Juvenile Hall. Tension and anxiety are the normal emotions of a detained youth and they must be respected. Ambient light levels and source intensity, the use of color, types of furnishings and adequate acoustical treatment should all be considered in creating an atmosphere to facilitate the calming of emotions.

Convenient access should be provided to toilets, telephones, drinking fountains and snacks. A secure perimeter can allow a space to be perceived as open, not confining.

Toilets

According to the standards, toilets need not be located in each room. The present ratio of one toilet, lavatory and shower for each five youth meets CYA and ACA standards. ABA recommends a toilet and lavatory in every bedroom. We do not agree. We believe that the smaller, more secure, short-term bedrooms should be equipped with a toilet and lavatory and that the occupants of larger, less secure, long-term bedrooms should share common toilet and shower facilities.

Lighting

Current light fixtures are a major problem. Lighting levels need to be improved throughout the entire Youth Guidance Center. Lighting levels in the bedrooms of B5 Cottage are particularly bad. No light fixtures are now in the bedrooms. Floodlights are mounted outside the translucent glass block windows and their minimal light serves the room after dark. Even less light comes through the vision panel of the bedroom door from ceiling-mounted light fixtures in the corridor. The City Department of Architecture is currently designing a remodeling scheme for some of the bedrooms which will provide light levels in compliance with the CYA standards. A minimum of 50 foot-candles illumination is required for task lighting at desktop

PLANNING STANDARDS

level with a maximum of 5 foot-candles serving as a nightlight. This same remodeling effort should be made in each youth's bedroom.

Heat

Current heating controls are inadequate to maintain even comfortable levels of temperature and humidity as required by all the standards. We recommend that the poorly-installed radiant floor heating system be replaced with a decentralized forced air system. The new heating system should have zoned controls with thermostats located in the ductwork for more accessible servicing. Please refer to the **MECHANICAL AND ELECTRICAL SYSTEMS** section for more information regarding this issue.

C - CODE REQUIREMENTS

| 223-0

GENERAL OVERVIEW

The San Francisco Building Code

The current San Francisco Building Code incorporates by reference major elements of the Uniform Building Code, UBC, and Uniform Mechanical Code, UMC, 1979 Editions. This code establishes standards for the design and construction of all buildings being built or undergoing major remodeling within the jurisdictional limits of the City and County of San Francisco. In conjunction with this code, the San Francisco Fire Department has adopted the Uniform Fire Code, UFC, 1985 Edition, and the National Fire Protection Association, NFPA, standards, various editions, on an elective basis. Section 3.14 of California Administrative Code, Title 19, gives local jurisdictions authority over jails and hospitals. Unlike the recommendations presented by the planning standards, these codes establish very specific criteria which must be fulfilled. No options exist.

Since the structures were originally modeled after an earlier less-precise code, the City Building Inspector will, at his discretion, determine which areas of the building need to be brought up to code. City policy is to require all building and fire code requirements to be met in the specific area of work, once a major remodeling or new construction project is begun.

CODE REQUIREMENTS

California Title 24

The California Administrative Code, Title 24, establishes enforceable regulations applying to handicapped accessibility and energy conservation. These state regulations differ from the local codes in that "equivalent facilitation" may satisfy these requirements. It is possible, in most instances, to develop several options which satisfy both the intent and letter of the law. Any remodeling which exceeds a construction budget of \$75,000 will trigger the enforcement of handicapped accessibility requirements both for that specific work area and for the means of egress from that area. The **FACILITY DESIGN OPTIONS** report will include recommendations which will resolve all non-compliance issues in designs for a complete remodeling and new facility.

FIRE PROTECTION

Suppression Systems

Each living unit is approximately 6,425 square feet in size. Therefore, all construction must meet the requirements of Type I or Type II FR, Fire Resistive. An automatic fire sprinkler system is one of the mandatory requirements of either construction type. The system must be designed to fulfill all NFPA requirements. The hand-held fire extinguishers currently installed in each cottage provide some fire protection, but do not satisfy current code requirements.

An integrated fire detection, notification and alarm system with a central notification panel is another requirement. Here a 24-hour staff person can

monitor all detection and alarm stations and quickly identify the source of the fire, check for false alarms and alert the nearest City Fire Station if necessary. No such system currently exists. The only means of notification currently in use are the hand-held scanners which all Juvenile Hall counselors carry to alert the central office of any emergency situation which may arise. The City Fire Department generally allows direct connection of only one pull-station within the building and one on the sidewalk to the closest fire station. The best location for this central panel would be in the Receiving Unit, since there will be a 24-hour staff person there. Current manual pull alarm boxes would be integrated into the new system.

Protected Openings

Every wall in a building is classified by the amount of time it will take a fire to pass through it. For instance, the walls enclosing the vertical pipe, duct or air shafts are typically 2-hour rated and those defining corridors typically 1-hour rated. Most interior non-bearing walls require no rating. The reinforced concrete and metal lath and plaster walls of the YGC have no problem meeting these requirements. However, openings within rated walls must also be rated. The code typically limits the size of openings within rated walls and requires that the door, window or duct penetration be able to contain the fire three-quarters as long as the wall in which it is located. Thus, 2-hour walls require 1-1/2 hour openings and 1-hour walls require 45-minute openings. It is not enough to have the door

CODE REQUIREMENTS

itself meet the required fire rating; its entire assembly including frame, activating hardware, closer, threshold and anchorage detailing must meet strict criteria.

Many existing openings at the YGC do not comply with current fire ratings. Many doors opening onto the corridors of the Administration Building do not meet requirements for 20-minute assemblies. Glass wall panels in the Juvenile Hall corridors are over-sized and some are not wire glass assemblies. The double door between the main corridor and each cottage is not a 1-1/2 hour rated assembly. Bedroom doors in each cottage do not have a required Underwriters Laboratory, UL, labeled door and frame with a smoke seal, 20-minute rating, and view panels with wire glass assemblies. The ventilation air duct exposed in the corridor of B5 Cottage has no fire dampers in it where it penetrates the bedroom walls.

LIFE SAFETY

Means of Egress

Many areas have been identified which do not meet current code requirements which make it safe to exit any area of the building in an emergency. For instance, from the bedroom of a typical living unit, youths enter a corridor which exits through the dayroom to reach an exit. This is not acceptable. Also, several deadend corridors exist within the cottages which exceed the 20-foot limit in length. All exit doors do not swing in the direction of travel. Illuminated identification signs are missing from many exit doors.

Open bedroom doors reduce the required width of the exitway by more than half. Handrails are not provided on each side of all stairways. No handrails are provided at ramps. Many exterior door thresholds have a level change greater than one inch from interior to exterior. Due to its special purpose, detention facilities are allowed to lock exterior exit doors provided that staff on duty retain keys at all times. However, it must also be possible to unlock the door from the outside. Currently, the gymnasium doors are secured from the inside with a lock and chain. It is impossible to unlock these doors from the outside in an emergency.

Currently, in the case of fire, the counselor on duty would need to open each of the twenty bedroom doors with his key in order to free youths from their bedrooms. Many similar facilities have installed electrical door locks with a single pushbutton release to expedite this process. We recommend that this system be installed in a remodeled or new facility.

LIGHT AND VENTILATION

Light

Natural light is adequate throughout the facility. Artificial light is inadequate, especially in the Juvenile Hall cottages. Refer to the **MECHANICAL AND ELECTRICAL SYSTEMS** section for more information on this subject.

CODE REQUIREMENTS

Ventilation

If you do not choose to or cannot open your operable window, most rooms within the YGC facility will quickly get "stuffy" due to a lack of adequate mechanically-forced air changes. Calculations necessary to determine adequate air velocity ratings for the entire facility are voluminous and beyond the scope of this assessment. However, we believe that current ventilation is less than the normal design standards of four air changes per hour for offices and bedrooms and eight air changes per hour for toilets or bedrooms with toilets in the room.

Operable windows included in the original construction were replaced with solid glass block during the 1970's. Additional fan units were not installed, leaving existing fan units under-sized for the capacity of air volume they now need to transfer. Also, elevator shafts more than two stories in height must be vented to the outside. This requirement is not now met.

HANDICAPPED ACCESS

General Overview

All offices, courtrooms and conference rooms and at least one bedroom in each living unit in Juvenile Hall, must be accessible to the handicapped. Toilet facilities must be accessible on each floor and serving at least one bedroom in each living unit in Juvenile Hall. Four to six extra-wide parking spaces must be located as near as possible to the main entrance which must also be accessible. Interior and exterior ramps must be limited

to a maximum slope of 1 in 12. All doors must be at least 32 inches wide with adequate space to maneuver a wheelchair on both sides. Maximum pressure necessary to operate doors is limited to 5 pounds for interior doors, 8-1/2 pounds for exterior doors and 15 pounds for special fire doors. Door activating hardware cannot be the standard round knob. Door thresholds are limited to 1/2 inch in height. All wall-mounted switches and controls must be between 30 and 44 inches above finish floor height. Drinking fountains and telephones require special enclosures and mounting heights. And special universal symbols and braille must be installed as identification signage.

Main Exit Doors

Due to the severe natural slope of the site, handicapped accessibility into and within the facility is difficult. Only one of seven current building entries is now accessible and it is a back door. Most door width and jamb dimensions are adequate. However, push/pull pressures and threshold heights of exterior doors do not meet present requirements. The main public entry to this facility must be accessible and parking must be provided nearby.

Ramps

Many floor level changes within the buildings are accomplished by the use of ramps which exceed the maximum allowable slope of 1 in 12. All existing ramps which exceed 1 in 12 slope must be extended to lessen the slope.

CODE REQUIREMENTS

No handrails are currently provided at any ramp. These must also be installed.

Toilets

No handicapped accessible toilet facilities currently exist at the YGC. Adequate space does exist in the Administration Building toilets to replace fixtures and remove toilet partitions in order to comply with handicapped accessibility requirements. Additional toilet rooms may need to be constructed in some buildings to meet code requirements.

Elevators

Four elevators need to be retrofitted with new call stations, cab control panels and signage to comply with State handicapped accessibility laws. Raised braille and roman numeral floor identification plates must be installed at each hoistway door jamb. Interior cab directional indicators, rear handrail size and height and, most importantly, the elevator cab control panel must be added or revised to meet strict dimensional requirements.

Drinking Fountains

If existing fixtures were replaced by specially designed, handicapped accessible fountains, and either an adequate textured floor surface or wing walls installed, then this requirement would be met.

Telephones

Existing phones will need to be replaced or additional enclosures added to meet code requirements. Public telephones now exist in two locations within the Administration Building. Two fixtures are located in an alcove along the west wall of the main entrance on the south side of the second floor. Three fixtures are located in an alcove along the north side of the secondary entrance on the west side of the first floor. These fixtures are too deep to accommodate wheelchair access.

ENERGY CONSERVATION

General Overview

This code limits the amount of glass in walls, sets minimum insulation values for floors, walls and roofs and reviews heating and cooling system efficiency.

Analysis

Juvenile Hall was considered a multi-family residential building and was analyzed using the points system. Only the living units were analyzed. They do not comply.

Options

By adding insulation with a comparable R-value of at least R-4 to the exterior side of the concrete walls, the buildings would meet current code

CODE REQUIREMENTS

requirements. In this way, the excellent thermal mass characteristics of the concrete walls would be preserved.

D - SEISMIC ANALYSIS



TYPICAL CONSTRUCTION

All buildings are constructed of poured-in-place reinforced concrete except for the roof framing of the gymnasium and the roof over the classroom area of Cottage B5.

The type of foundation for the building varies depending on whether the building is located in a cut or fill area. The buildings in the cut areas are supported by conventional spread foundations. In the fill areas, the type of foundation used depends on the depth of fill. Conventional spread foundations are used in the shallower areas. Pile foundations are used in the deeper areas. Piles are tapered, corrugated metal casings, filled with 3000 psi concrete and reinforced with four 3/4-inch diameter bars with 1/4-inch diameter hoop reinforcing.

The subgrade for the slab on grade consists of a six-inch crushed rock base over excavated areas or engineered fill. Slabs on grade are typically reinforced with 3/8-inch diameter steel reinforcing bars at 12-inch centers each way.

ADEQUACY

Soil Profile

The Youth Guidance Center is located on the south-westerly slope of Twin Peaks. The depth of soil to bedrock is not known. Soil borings of the site

SEISMIC ANALYSIS

indicate the soil to be dense sandy clay. Some water seepage is indicated approximately five to nine feet below natural grade. With this type of soil there is little danger of soil liquefaction even under the strongest of earthquakes. The native soil is dense and should cause no foundation settlements. In the fill area, piles or deep spread foundations are used, bearing on native soil. If the fill area is well compacted, it should cause no problems. We do not know the compaction, however, we have not observed any distress in the fill area.

Material Used

The structural material is primarily reinforced concrete. The Maximum Security Cottage used reinforced masonry walls (hollow cell concrete block units, reinforced and fully grouted). The roof over the classrooms is of precast, prestressed double T's. Reinforced concrete, detailed properly, should perform adequately under a strong earthquake. The reinforced masonry walls are stressed relatively low and it is expected they will perform adequately.

Lateral Load Resisting System

The seismic load on the buildings are typically resisted by concrete shear walls. For low rise buildings a shearwall system provides excellent performance. Lateral drift is generally quite small, therefore reducing the damage to the non-structural elements such as windows, partitions, etc.

Symmetry

Generally buildings with a symmetric plan and a lateral load system symmetric to the plan perform well under seismic load. Irregular buildings, in plan and lateral load system, experience large torsional or twisting forces, perform more erratically and are less predictable. Most of the buildings at the Youth Guidance Center have a fair symmetry of the lateral load system, except for the Service Building. The Service Building is very irregular in its distribution of the floor masses, as well as for the layout of the lateral load system.

Vertical Continuity of the Lateral Load System

It is very important, especially in a shearwall system, that the walls be carried down to the foundations. For architectural reasons, shearwalls are sometimes discontinued at lower floors. Large vertical stresses are introduced into floor beams where shear walls are discontinued vertically. It is important that other vertical elements are added at the end of discontinued shear walls, such as columns, so that vertical reactions can be carried down to the foundations. Even with the introduction of such end columns, these walls have not performed well in past earthquakes. Present codes recognize this and require special detailing for these column elements. Except for the Administration and Service Buildings, all buildings are one story structures with full vertical continuity.

SEISMIC ANALYSIS

The Administration Building has some walls at stair No. 6 which are discontinued at the first floor. Columns are provided at the first floor and at the end of the walls to carry the force down to the foundations. No special detailing has been provided for these columns.

At the Service Building some shearwalls are vertically discontinued over beams without the provision of extra columns below at the end of the walls.

Continuity of Horizontal Diaphragms

To be able to distribute the lateral loads effectively the diaphragms should be continuous and fairly rigid. Split level roofs prevent the distribution of the lateral forces between the various areas. For example, if one area of a structure has some weak or damaged seismic resisting elements, it would be difficult to redistribute the lateral loads to some stronger elements if a split level or discontinued horizontal diaphragm is provided.

Most of the cottages at the Youth Guidance Center are one story with a split level roof. Generally, the bedrooms and dormitories have a lower level roof. However, the lateral load resisting system is well distributed and we expect the buildings to perform well, except for Cottage B5.

STATE OF REPAIR

A visual examination of all structures has been completed. Visual examination of concrete surfaces reveal most of the distressed areas, unless they are hidden by heavy paint, waterproofing or furred walls. All concrete

surfaces were observed from either the outside or inside of the structures. Though most walls are painted, major distress areas were observed.

- Most of the buildings exhibit Type A and B.1 cracking. They do not affect the strength of the buildings significantly. No structural repair is required.
- Some Type C cracking was observed, primarily at construction joints between floors and walls above. The more severe cracks were observed at Cottage G2 and the corridor adjacent to the Girl's Craft's Building. These cracks should be cleaned and repaired.
- Numerous spalls were observed, primarily at edges of eyebrows and beam soffits. Some of the most severe spalling was observed at:
 - Corridor between the Receiving Unit and Cottage G2.
 - Administration Building.
 - Bridge between Administration and Service Buildings.
 - Cottage G2.
 - North wall of Gymnasium.

The Gymnasium shows the most serious spall damage. The spalling probably was initiated by mild surface cracking, which followed reinforcing bars with insufficient concrete cover. The wall surface should be chipped back, and new reinforcing steel added and gunited.

SEISMIC ANALYSIS

- A considerable amount of repair has already been done to repair Type C cracking at the construction joint between the floor and walls above. Most of the repairs done were observed on Cottage G2 and the Receiving Unit.
- At the Gymnasium roof, several timber beams are severely checked throughout the full length of the member (horizontal cracks caused by improper drying). The beams should be reinforced with plywood gusset plates and nailed to each side of the beam.

INDIVIDUAL BUILDING ANALYSIS

A thorough mathematical analysis has been completed for all structures at the Youth Guidance Center. The following terms are used to describe the results of these calculations, which measured the buildings' performance in earthquakes.

Reserve Strength = Approximate capacity of structure/Code lateral load

Level 1 earthquake (existing buildings): lateral load = .14 x Dead load

Level 2 earthquake (new structures): lateral load = .186 x Dead load

R1 = Reserve strength in a level 1 earthquake

R2 = Reserve strength in a level 2 earthquake

A = Adequate performance

NA = Inadequate performance

Please refer to APPENDIX G for definitions and additional information regarding seismic analysis.

Administration, Building No. 1

is a three-story poured-in-place reinforced concrete structure.

Floor area: 180 feet x 140 feet, with interior court area of 80 feet x 41 feet. Total floor area is approximately 66,000 square feet.

Structural System

- a Foundation: Conventional spread footings.
- b First Floor Slab: Five-inch slab on grade, supported on subgrade.
- c Second Floor, Third Floor, and Roof: One way concrete joist floor supported by beam and walls.
- d Vertical Elements: Concrete walls and columns.
- e Lateral Load System: Shear wall structure.

Performance

R1 A,2; R2 A,1.5

Comments

The building is well designed and detailed. The lateral load system is highly redundant. Some shear walls at the stairs are discontinued at the first floor. Seismic induced vertical loads are generally small and we foresee no problems.

Recommendations

None.

SEISMIC ANALYSIS

Service, Building No. 2

is a three-story poured-in-place reinforced concrete structure with a mezzanine floor between the second floor and roof, and depressed boiler room area in the basement. Building area is trapezoidal with 79 feet and 45 feet in the north-south direction and 145 feet in the east-west direction. Total building area is approximately 26,000 square feet.

Structural System

- a Foundation: Conventional spread footings.
- b Basement Slab: Six-inch slab on grade supported on subgrade, with 18-inch slab on grade under boilers.
- c Upper Floors and Roof: One way concrete joists supported on beams and walls.
- d Vertical Elements: Concrete walls and columns.
- e Lateral Load System: Shear wall structure.

Performance

NA

Comments

The building is very irregular due to the various mezzanine floors. The lateral load system is fairly redundant. It is difficult to predict the performance during a major earthquake. Some shearwalls are discontinued over beams without support columns at the end of the shearwalls, resulting in large shear and bending stresses.

Recommendations

Provide supports at ends of shearwalls if they are discontinued over beams.

Cottages, Buildings No. 3 to 9, 17 and 18

are one-story poured-in-place reinforced concrete structures with a split level roof. Total building area is approximately 6,400 square feet each.

Structural System

a Foundation and First Floor Slabs, Cottages No. 3,4,5,17,18:

Foundation: Pile foundation.

First Floor Slab: Six and one-half inch reinforced concrete slab, self-supporting, spanning between beams. Slab is poured on subgrade.

b Cottage No. 6 to 9:

Foundation: Conventional spread footings.

First Floor Slab: Five-inch slab on grade supported on subgrade.

c Roof Construction: The low roof over the bedroom and dormitory area is of concrete joist construction supported on beams and walls. The high roof over the living and recreation area is of beam and slab construction.

d Vertical Elements: Concrete walls and columns.

e Lateral Load System: Shear walls.

Performance

R1 A,>2.5; R2 A,>1.5

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Comments

The buildings are well designed, detailed and keyed into the subgrade. Even though there is a splitlevel roof we expect the building to perform well. There may be some damage during a major earthquake at the intersection of the high roof and the low roof. There is some foundation overstress under the level 2 earthquake. The allowable soil pressure given on the drawings is considered to be very conservative for a stiff sandy clay. We foresee no problems.

Recommendations

None.

Gymnasium, Building No. 11

is a one-story structure composed of poured in place reinforced concrete walls, structural steel bents and timber roof. Approximate floor area:

Gymnasium area	12,250 Square Feet (SF)
Locker Room area	3,400 SF
Covered Passage	2,000 SF
TOTAL	17,650 SF

Structural System

- a Foundation: Conventional spread footings.
- b First Floor Slab: Four and five-inch slab on grade supported on subgrade.
- c Framing for Gymnasium Area: Steel bents at 16'-8" centers,

spanning 74 feet. Roof consists of 2x6 tongue and groove timber boards, supported on timber beams at eight feet centers. No plywood is provided over the roof boards to provide for diaphragm action. Walls are of poured-in-place reinforced concrete.

- d Framing for Locker Room Area: 3/4 inch plywood over 2x14 timber joists at 24 inches center. Reinforced concrete roof tie beams are provided at 11'-1-1/2" centers to tie the exterior wall to the main structure. Walls are of poured-in-place reinforced concrete.
- e Covered Walk Way: The roof is poured-in-place reinforced concrete slab supported on the lockerroom wall and on a concrete beam on steel pipe columns.

Performance

R1 A,>1.2; R2 NA,<1.0

Comments

The building is generally well designed for its time period. However, in the east-west or longitudinal direction there are several deficiencies.

Roof: No plywood is provided to create an effective diaphragm. The north-south walls are laterally supported on this roof and depend on a proper diaphragm to transfer the forces to the east-west walls. In east-west direction the roof is laterally supported by 24 x 8 inches concrete columns cantilevered from the walls below. These columns are split by the partially encased steel bent. Even though the design calculations show adequacy, we expect major damage during a strong earthquake. The same size and

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type of columns resist the lateral forces at the ground floor between the Gymnasium area and the lockerroom area.

Recommendations

Roof: Remove the roofing and add 1/2" thick plywood to create a roof diaphragm and re-roof.

East-west walls:

Window area: Add a pair of steel "X" braces in the north and south wall in each of the girls and boys gymnasium. "X" braces can be of tubular steel and need not be fireproofed. At the ground floor, between the Gymnasium and the lockerroom area, add a double "K" brace at each of the girls and boys Gymnasium. The "K" braces can be of structural steel tubular members and need not be fireproofed.

Crafts, Buildings No. 12 and 14

are one-story poured-in-place reinforced concrete structures with a mezzanine floor. Approximate building areas:

Bldg.No.12:	Main Floor	2,060 SF
	Mezzanine Floor	460 SF
	TOTAL	2,520 SF

Bldg. No. 14: Main Floor	2,260 SF
Mezzanine Floor	460 SF
TOTAL	2,720 SF

Structural System

- a Foundation: Conventional spread footings.
- b First Floor slab: Four-inch slab on grade supported on subgrade.
- c Mezzanine Floor: Reinforced concrete slabs supported on concrete beams.
- d Roof Framing: Reinforced concrete slab supported on roof beams at 6'-3" centers, spanning full width of buildings.
- e Vertical Elements: Concrete walls and columns.
- f Lateral Load System: Shear wall structure.

Performance

R1 NA, 0.8; R2 NA, 0.56

Comments

The lateral load resisting system is irregular with little redundancy. The north-south window wall sills are overstressed by moments introduced by the shearwall overturning moments. During a strong earthquake severe cracking has to be expected.

Recommendations

Strengthen the sill wall with gunite applied to the exterior of the wall.

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Chapel, Building No. 15

is a one-story structure with reinforced concrete bents and concrete exterior walls. Approximate floor area is 2,900 square feet.

Structural System

- a Foundation: Conventional spread footings.
- b First Floor Slab: Four-inch slab on grade supported on subgrade.
- c Roof Framing: Sloped concrete slab roof supported on concrete gable bents spaced at 10'-0" centers.
- d Vertical Elements: Concrete bents and walls.
- e Lateral Load System:
 - East-west direction: Concrete bents with shearwalls at the exterior.
 - North-south direction: Shear walls.

Performance

R1 A,>1.5; R2 A,>1.0

Comments

The building is well designed and detailed. We expect the building to perform well.

Recommendations

None.

Nursery, Building No. 19

is a one-story structure with a split level roof and an interior courtyard and partial basement. Approximate floor area:

Main Floor	8,300 SF
Basement	2,300 SF
TOTAL	10,600 SF

This building is located in a fill area, with the basement slab extending into the native soil.

Structural System

a Foundation

Basement: Conventional spread footing.

Outside of Basement Area: Spread footings supported on native soil. 18-inch square column piers support the structure over. At the north end where the fill depth is shallower, foundation walls are used with conventional spread footings bearing on native soil.

b Basement Slab: Four-inch slab on grade supported on subgrade.

c First Floor slab:

Over basement area: Five-inch concrete slab supported on concrete beams and walls.

Unexcavated area: Five to eight and one-half inch concrete slabs, depending on span, supported on grade beams or foundation walls.

The grade beams are supported on the column piers.

d Roof Framing: Concrete joist slab.

e Vertical Elements: Walls and engaged columns.

f Lateral Load System: Shear walls.

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Performance

R1 A,>1.5; R2 A,>1.0

Comments

Even though the building has a splitlevel roof we expect no major problem. The lateral load system is fairly well distributed.

Recommendations

None.

Garage, Building No. 43

is a one-story structure. The back wall is a retaining wall supporting the hillside. Approximate area is 2,400 square feet.

Structural System:

- a Foundation: An 8-foot wide by 1'-7" deep continuous foundation pad at the retaining wall, conventional spread footing elsewhere.
- b First Floor Slab: Four-inch slab on grade supported on subgrade.
- c Roof Slab: Three and one-half inch concrete slab supported on concrete beams at nine feet center. A continuous concrete girder over the garage doors supports the concrete beams.
- d Vertical Elements: Retaining wall, walls and columns.
- e Lateral Load System: The retaining wall is sufficient to resist the earth pressure and the superimposed lateral load at the roof level from seismic forces. Parallel to the retaining wall, the system is designed as a shear wall structure.

Performance

R1 A; R2 A

Comments

In the north-south direction the building has to rely on the retaining wall to take the lateral load from seismic events. The wall has sufficient capacity to take the added load.

Recommendations

None.

Maximum Security Cottage B-5

is a one-story structure with a split level roof. The lower level roof is over the bedrooms, control rooms, showers and mechanical rooms. The high roof is over the recreation area and classrooms. The building was designed with a future extension at the west end of the bedroom area, which was built at a later date. The south-west portion, or bedroom wing, is located in a fill area. Approximate floor area:

Low roof	4,340 SF
High roof	1,830 SF
TOTAL	6,170 SF

Structural System

- a Foundation: Most of the building is supported on conventional spread footings. Due to the depth of fill, the south wall of the west bedroom wing is supported on grade beams and 16-inch diameter, drilled-in-place, friction caissons.
- b First Floor Slab: Five-inch slab on grade supported on subgrade.

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- c Roof Slab: Poured concrete slab supported on concrete block walls.

Upper Roof: Precast, prestressed double T's five feet wide, with a two-inch slab supported on four-inch wide ribs, spaced at 2'-6" centers. The roof panels are supported on perimeter beams and columns. No concrete topping is provided over the precast roof. Diaphragm action to resist the seismic forces is established by welding together #3 hairpins, cast into the roof slab.

- d Vertical Elements:

Low Roof Area: Eight-inch reinforced concrete block walls.

High Roof Area: 12-inch square concrete columns.

- e Lateral Load System:

Low Roof: Reinforced concrete block shear walls.

High Roof: 12-inch square columns and a concrete shearwall at the northerly end of the classroom.

Performance

The building will be divided into bedroom and classroom areas.

The division is dictated by the splitlevel roof and the different type of construction used.

Bedroom area R1 A,2.4; R2 A,1.7

Classroom area R1 A; R2 NA

Comments

Bedroom area: The bedroom area has a well-distributed system of reinforced masonry walls capable of taking the lateral load. We do not know what type of inspection was provided during

construction. For this type of facility we expect "special inspection" was provided to build the masonry walls. If no special inspection was provided, then the ratios R1 and R2 change to R1 = 1.33 and R2 = 0.94.

Classroom area: There are very short columns where the high roof of the classroom area connect to the low roof of the bedroom area. Such short column stubs performed poorly in recent earthquakes. Large shear stresses are introduced which the columns can seldom take unless specially detailed for ductility. There are no special details for ductility provided. Another area of concern is the diaphragm of the high roof. To create a diaphragm, the precast roof T's are welded together with hairpins. There is no proven performance for this type of connection. Under a strong earthquake, where there may be repeated reversal of stresses beyond the elastic limit of the material, we expect major problems. We cannot predict with certainty if the connections will fail or not.

Recommendations

Bedroom area: None.

Classroom area: To strengthen the columns we recommend to pour new buttresses which extend from the end of the high roof to the low roof. The buttresses can be of concrete, with dowels, epoxy grouted into the existing structure. To build a better diaphragm a 3/16 or 1/4" steel plate could be bolted and epoxy bonded to the top of the existing roof. Part of the roofing has to be removed

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and replaced to perform the operation. A better but more costly design would be to remove the precast roof and replace it with a poured in place roof of similar construction.

Corridor and Covered Hallways

Performance

Short corridors; larger corridors with expansion joints between buildings

R1 A; R2 A

Corridor between Gym and Cottage #4

R1 NA; R2 NA

Corridor between Cottages #3 and #4

R1 NA; R2 NA

Recommendations

Provide buttresses at exterior to brace roof of corridors. Total: 6 buttresses.

CONCEPTUAL COST ESTIMATES

1	Gymnasium		
	Roofing	• Remove roof; add 1/2" thick plywood and reroof.	\$110,500
	Bracing	• Add four exposed tubular steel "X" braces across the inside of the high windows. • Add two exposed tubular steel double "K" braces between the gymnasium and Locker rooms.	48,000
	Architectural	• Construct solid infill panels within new "K" braces	24,000
		SUBTOTAL	\$182,500
2	Service Building	• Add one steel interior knee brace and reinforce one exterior reinforced concrete column with gunite. • Provide supports at ends of shear-walls if they are discontinued over beams.	58,000
3	Cottage B5	• Add two reinforced concrete buttresses; dowel and epoxy grout into the existing structure. • Remove portions of the classroom roof; bolt and epoxy bond a 1/4" thick steel plate to the existing roof, and reroof.	16,000
4	Two Crafts Buildings	• Remove soil from exterior face of two north-south window wall sills and apply four to six inches of gunite.	11,000
5	Corridor/Walkways	• Provide buttresses at exterior to brace roof of corridors.	27,000
6	General Repairs	• Repair spalled and cracked concrete.	13,000
	GRAND TOTAL		\$307,500

SEISMIC ANALYSIS

E - MECHANICAL AND ELECTRICAL SYSTEMS



GENERAL OVERVIEW

This section assesses the heating, plumbing, fire protection, electrical and telephone systems which support the entire facility. The four elevators which currently serve the Administration and Service Buildings are also included. City utilities supply more than adequate amounts of electrical power, natural gas and potable water to serve the current and projected needs of this facility. Sanitary and storm sewer connections are ample. The various means of distribution are the problems discussed here, along with recommendations to limit maintenance and repair costs and improve the efficiency and quality of service. This section concludes by listing the conceptual cost estimates associated with each recommendation. Since our life in twentieth-century America has become so reliant on these advanced systems to survive, all of the recommendations in this section are given a high priority.

HEATING

The present heating plant consists of three Wickes, high pressure, 100 pounds per square inch, steam boilers built in 1949, with a rated capacity of 20,500 pounds/hour and one Johnson Boiler built in 1983, with a rated capacity of 8,600 pounds/hour. Only the Johnson boiler is in daily use. The Wickes #2 boiler is on standby in case the Johnson boiler goes down and is used for two weeks each year while the Johnson boiler is having regular

MECHANICAL AND ELECTRICAL SYSTEMS

maintenance. The other two Wickes boilers are inoperable and abandoned. These abandoned boilers occupy approximately 26,000 square feet if you consider the 30-foot height of the boiler room. They will be costly to remove but worth it in the long run.

The steam generated by the boiler is distributed to all buildings through underground pipes run in utility tunnels. All heat exchangers, controls, and pumps are located inside these long mechanical equipment rooms, which average four feet high. Maintenance personnel must inspect all pumps and heat exchangers in the tunnels every day. If equipment needs repair, work must be done in cramped conditions and foul air.

The heating system for the living units consists of hot water, produced by the steam reaching each unit, circulating in copper tubing embedded in the concrete floor slabs. The copper tubing was wired to the reinforcing steel at three foot intervals during construction. This has caused galvanic corrosion to occur between dissimilar metals over the past 37 years. Frequent leaks in the copper tubing can only be repaired by evacuating the entire living unit and removing a portion of the concrete floor slab in order to access the problem.

This radiant floor heating system should be replaced by a ducted forced air heating system installed above ground. This will eliminate the pumps and heat exchangers in the tunnels and the fan units on the roofs which are very difficult or unsafe to access.

Controls

The heating and ventilating system for the Administration Building consists of four roof-mounted fan coil units. Each unit heats wall-mounted hot water convectors within a quadrant of the building with one thermostat on the second floor controlling the temperature of all three floors of that quadrant. These convectors are individually controlled by a manual valve at each convector. The lack of thermostatic controls at the convectors themselves results in over-heating on a localized basis. This causes many of the occupants to use operable windows as temperature controls, resulting in unnecessary additional heating loads. We recommend that each floor be controlled separately.

Another problem caused by the lack of sophisticated controls is continuous heating throughout the night and on weekends. We recommend the installation of a 7-day timeclock control which would switch off the Administration Building heating system on nights and weekends.

Asbestos

Asbestos has been identified within four major areas of the facility. The areas identified are the boiler room in the Service Building, Heater Room #131 on the first floor of the Administration Building, and all plumbing chases and main utility tunnels serving Juvenile Hall. No rooms in which youths are allowed have been identified as containing asbestos. All asbestos should either be removed or encapsulated by a contractor who is trained and equipped for proper asbestos abatement.

MECHANICAL AND ELECTRICAL SYSTEMS

PLUMBING

Fixtures

It is not the supply or drain lines but the fixtures which are causing current problems in the plumbing system. Replacement parts are no longer available to repair the original plumbing fixtures. There is no partial solution to the problem. All current flush toilet devices in Juvenile Hall need to be replaced with vandal-proof type flush valves. All lavatories and other toilets throughout the facility need to be replaced with new heavy-duty institutional fixtures.

Drainage

Approximately once a year, usually in the fall, the combination sanitary and storm sewer becomes plugged and sewage backs up into the utility tunnels. This creates a nuisance for the workman who must unplug the line, however it poses no health hazard to the youths or staff. Foul odors caused by these problems have forced school teachers to refuse to work until the problem has been corrected. This seasonal problem may be able to be avoided by flushing all sewer lines with a water and solvent solution under medium pressure once a year at the end of summer.

Laundry

The current laundry equipment is in poor condition. One large washing machine, 2 dryers, 1 ironer and 2 presses are just enough to keep up with the demand caused by 138 bedrooms. If any piece of equipment breaks down the large laundry facility at neighboring Laguna Honda home serves as

emergency backup. In the past it has taken at least 3 or 4 days to make the necessary repairs. A better solution would be to add one piece of new equipment of each type. Counselors have stated that while lacking clean sheets may seem a small inconvenience in a normal setting, it has an effect on their ability to run efficient programs within a detention environment.

Sprinklers

No fire sprinklers are provided in this facility. None were required by code when the facility was designed. Sprinkler systems are now mandatory for all similar new buildings and we strongly recommend retrofitting all existing buildings with a fire sprinkler system designed to comply with all National Fire Protection Association requirements. Even though most construction is of reinforced concrete or plaster over expanded metal lath, interior furnishings and materials would provide sufficient fuel for smoke to spread quickly throughout the entire facility.

Detection, Notification and Alarm Systems

Heat and smoke inhalation often cause more injuries during a fire than the fire itself. These two products of combustion are easily measured and notification and alarm systems typically use them as a means of monitoring interior spaces. No automatic detection, notification or alarm system currently exists within this facility. None was required by code when the facility was designed. Automatic systems are now mandatory for all similar new buildings and we strongly recommend retrofitting all existing buildings with automatic systems in compliance with the Uniform Fire Code.

MECHANICAL AND ELECTRICAL SYSTEMS

ELECTRICAL

Power

PG&E's underground power line supplies 12,000 volts of incoming electricity to the transformer located on the second floor of the Service Building. From here, secondary distribution lines feed 120/208 volt power along 4 wires to satellite panels within each separate building. These satellite panels range from 50 amp main breakers at each living unit to a 200 amp main breaker which serves the Administration Building. Original fused switches have been replaced with more easily monitored, safer circuit breakers. We recommend that an average of 20% spare capacity be maintained per panel in any redesign of the electrical power distribution system.

The current number of electrical convenience outlets serving each office is inadequate, as is the type of outlet device installed. We recommend that all office outlets be replaced with grounded 3-wire outlets and all outlets located within toilet rooms or kitchens be replaced with special ground fault interrupter, GFI, outlet devices to comply with current code requirements. Exterior GFI outlets with covers should replace all outlets located outside the building. Special power requirements will be required to meet future needs for more computerized operations throughout the facility. Also, voltage regulators and surge protectors must be installed in various locations to serve and protect satellite printers and other electronic equipment. It is critical that thorough planning for a complete computer system occur prior to any large-scale work on the electrical power distribution system.

Emergency Power

No auxiliary emergency electrical power supply currently exists for this facility. We strongly recommend that a diesel engine-powered, auxiliary electrical generator be furnished, installed and tested as soon as possible. This unit should be sized to provide continuous power to emergency lighting and life safety systems for 48 hours. It is not necessary to power the Kitchen heating equipment during this time.

Lighting

Lighting is one of the most serious problems identified by this assessment. It effects the perception of space as well as the staff's ability to work efficiently. Ambient lighting levels throughout the facility are very low due to highly inefficient, incandescent, indirect light fixtures.

The lighting system, including both interior and exterior fixtures, accounts for approximately 80% of the total electricity consumption of the entire facility. Over 90% of the interior light fixtures currently in use require high-voltage incandescent bulbs. The potential for conversion to higher efficiency sources is excellent. Fluorescent bulbs last approximately 20 times longer than incandescent bulbs and therefore require less maintenance as well.

Exterior lighting is perceived as an important element of the security system of Juvenile Hall. Currently 200 and 300-watt incandescent bulbs, located in a variety of fixture types and mounting styles, line the eaves of

MECHANICAL AND ELECTRICAL SYSTEMS

the living units. Fewer high pressure sodium lights would improve the ambient light level, while saving thousands of dollars each year in utility bills. Additional exterior pole lights will be necessary to light new parking lots and the paths connecting them to building entrances.

A problem exists in providing the required lighting levels in the youths' bedrooms. CYA requires 50 foot-candles of light at desk level, 30 inches above the floor. This is a very high lighting level. The City Department of Architecture has made a sensible recommendation with which we concur. A 50 foot-candle level would be available from a single point source mounted over the bed. The ambient lighting level would be approximately 20 foot-candles with a nightlight level not to exceed 5 foot-candles.

The present means of lighting bedrooms in B5 Cottage should be replaced with in-room fixtures able to provide adequate levels of ambient and task lighting while remaining safe and secure.

TELEPHONES

The Juvenile Probation Department has been in the process of replacing the original, antique, central telephone switchboard with a new AT&T system since prior to the issuance of the Request for Proposal for this project. Our planning team has not investigated the telephone system needs for that reason. We know how difficult it can be to access and use the present telephone system and we agree it must be replaced.

ELEVATORS

People get stuck in an elevator at the San Francisco Youth Guidance Center on the average of once a week. The main problem is that original door controllers are old and worn and frequently do not function properly. The three passenger elevators serving the Administration Building and the one freight elevator in the Service Building should have their door controllers replaced as standard procedure in a long-term preventive maintenance plan. The total cost of this work would equal what it would cost the City to continue present weekly emergency repairs for the next year and a half. The expensive motors which drive the elevators are in good condition and warrant such repairs.

MECHANICAL AND ELECTRICAL SYSTEMS

CONCEPTUAL COST ESTIMATES

1	Replace all cottages' corroded, in-slab heating system with a forced air system.	\$ 525,000
2	Install electrical door locks on bedroom doors in all cottages with pushbutton release and battery packs.	210,000
3	Improve lighting levels in bedrooms up to 50 footcandles.	360,000
4	Replace cottages' plumbing and fixtures.	215,000
5	Install smoke detectors and fire sprinklers in all cottages.	300,000
6	Provide an emergency generator rated at 200 Kilowatts.	50,000
7	Encapsulate all asbestos.	20,000
8	Provide additional controls for the Administration Building heating and ventilation systems.	110,000
9	Improve bakery ovens venting.	25,000
10	Improve kitchen heating and exhaust systems.	60,000
11	Provide AT&T 75 Telephone System.	500,000
12	Repair four elevator door controllers and retrofit all elevators to be handicapped accessible.	115,000
GRAND TOTAL		\$2,490,000

F - USER ANALYSIS



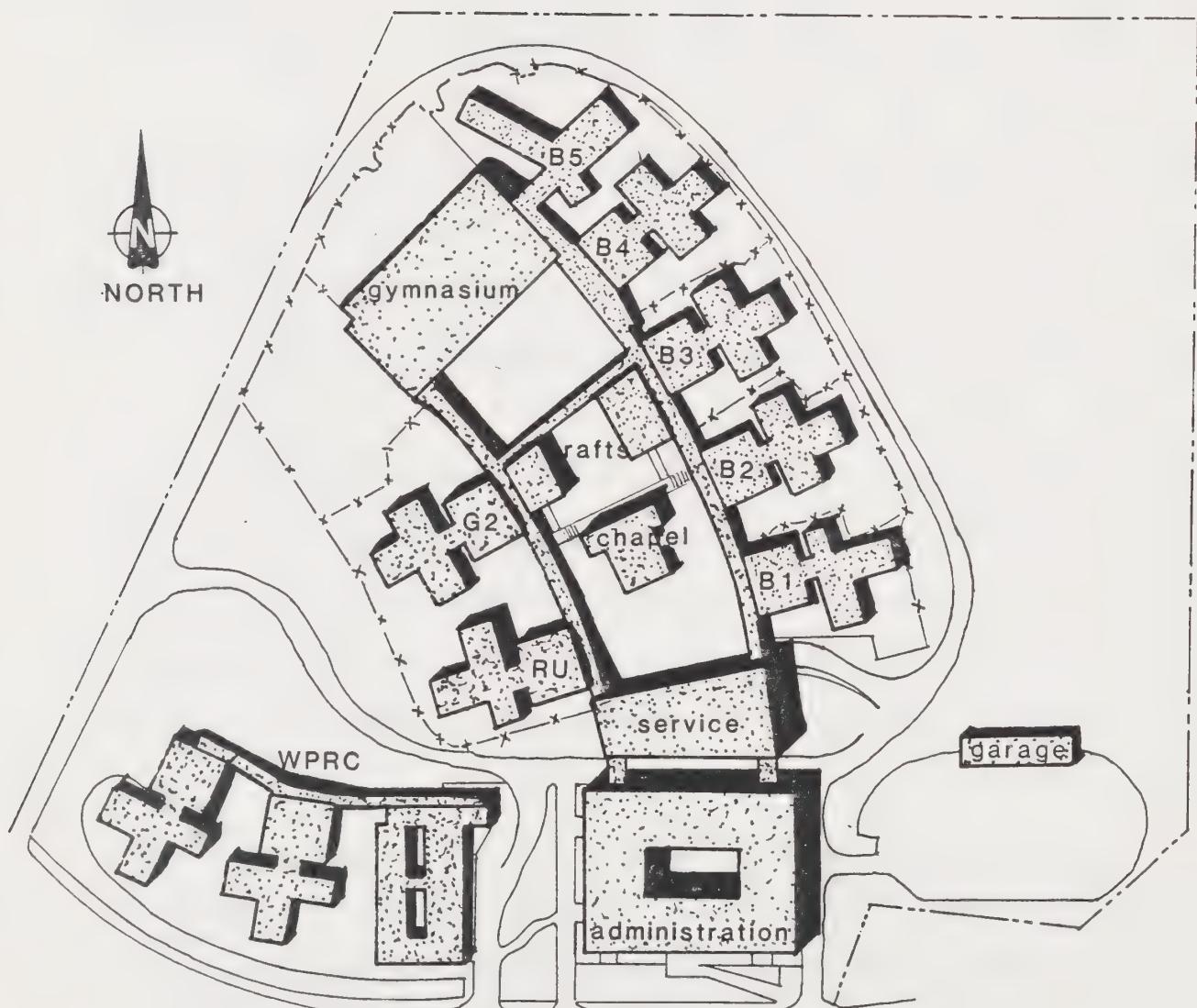
GENERAL OVERVIEW

The Administration Building is the focus of this user analysis, since 18 of the 26 user groups interviewed work in this building. It will be evident by the context of the discussion which issues include the Juvenile Hall or the West Portal Residential Center, WPRC (see Map K).

The most common request voiced by staff is that the buildings be properly maintained. Basic repairs are not made to broken windows, spent light fixtures, damaged door locks and minor water leaks. Janitorial service is poor to non-existent in all but the top administrative offices.

The second most common request was for a more cheerful environment. Ambient lighting levels are too low, and most interior surfaces could use brighter, more colorful finishes. Also, the lack of adequate parking and exiting makes it difficult for most staff to get to work. Replacing the antiquated telephone system will help relieve frustration and bolster professional morale.

A third common complaint was the lack of security within the administrative office buildings. Interior directional signage and public waiting rooms are inadequate, causing visitors to wander into office areas where confidential discussions are held and records kept. Also, juveniles being brought from



Juvenile Hall to most courtrooms must walk handcuffed past family, friends, victims and witnesses, all waiting in a common room. There are no judges' chambers provided and no bailiff assigned to one dependency courtroom, the "airplane" room.

Beyond these three common requests, two major problems have been identified. The first problem is that DSS, CASA, the Juvenile Justice Commission and Information Services offices are not located in the main administration building with the courts and top administrators whom they deal with daily. This is a very inefficient situation and it also causes alienation and anger on the part of those users displaced.

The second major problem is that the City Attorney, County Clerk, District Attorney, Medical Clinic and Public Defender offices are too small or too poorly planned to serve the current users' needs. These problems are described in more detail within the interview reports of each user group.

Staff suggestions that may have a major effect on future design schemes are a central school, a central dining area, larger public waiting areas, relocation of medical clinic to within the secure area, provision for visiting and interview rooms within the secure area, limiting the public to a single entrance, grouping courtrooms next to one another adjacent to that entrance and grouping all top administrative offices. These offices would include: Chief Probation Officer, Assistant Chief Probation Officer, Director of Probation Services, Training Officer, Director of Juvenile Hall,

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Business Manager and Director of Information Services.

DARK AND DISORIENTING

Light

The degree to which the low level of ambient lighting presently affects the City employees at the Youth Guidance Center facility is difficult to determine. Most employees have a window in their office, but indirect sunlight does not provide an adequate level of light to read and write at a desk within the room, and supplemental artificial lighting is necessary. The original lighting system is very costly and very inefficient. As discussed in the **MECHANICAL AND ELECTRICAL SYSTEMS** section of this report, substantial cost savings would be realized by replacing existing high-wattage, incandescent, indirect fixtures with low-wattage, fluorescent direct fixtures. Also, additional natural light would be provided if new window blinds were provided replacing many which are currently inoperable. Color is an untapped aspect of light which, if used properly, would have a dramatic effect on the users perception of their space. Brighter, more light-reflective paint colors applied to walls and ceilings and some strong primary colors used sparingly throughout the facility would create a much more vital, energized work atmosphere.

Interior Signage

Better interior signage throughout the facility would be a key element in providing for such important needs as public accessibility, safety and

security. The signage problem begins with identifying the appropriate vehicular and pedestrian entrances to the facility. Currently, no vehicular entrance is designated as primary and what appears to be the main pedestrian entrance does not lead to any public areas. Security would be improved by locking all exterior doors in all buildings except a single public entrance to the courtroom waiting areas and another to the intake area of Juvenile Hall. This entrance would need to be clearly marked by a significant architectural feature, like the existing overscale archway at the second floor entrance to the Administration Building from Woodside Avenue.

Grouping the courtrooms next to this single public entry would greatly improve security and public accessibility. Most of the public visit the facility to attend court proceedings. And with many public lawyers moving from one courtroom to another, and the court officers and liaisons often dealing with several courts at once, it makes good sense to group them. Once the entrance has been identified, the first-time visitor should be able to enter and determine exactly where they are with respect to the entire facility. This is normally accomplished by the use of a graphic directory and an information desk, staffed by a knowledgeable, articulate staff person. This is a key individual. And with an increasingly large portion of the youth population coming from the Latino community, this individual should speak Spanish as well as English. Competency in several languages would be excellent. In a public service environment, the person who makes first contact with the public must set a positive professional tone in order to gain their respect and confidence.

USER ANALYSIS

Unescorted public access within the building should be limited to the waiting rooms and courtrooms only. If a public visitor wishes to visit the judges' chambers, administrative offices, probation offices, or public attorneys' offices, they would be escorted by a facility employee or community volunteer. Several new locked, double doors, strategically placed in corridors at the boundaries of public and private zones, would serve to limit unescorted public visitors to the court areas.

Views to the Outside

Recognizable landmarks, visible throughout the building, would help prevent visitors from becoming disoriented. The current design does not allow for any exterior views from the second or third floor corridors, except at the volunteer auxiliary's shop. Within these maze-like hallways, most visitors understandably lose their bearings. If corridors could access exterior views at either end or in the middle, most of these visitors would have no trouble finding their way.

SPACE UTILIZATION

Dead Storage

Currently, over 3,000 square feet of windowed office space on the east side of the first floor in the Administration Building is being used to store old records and machinery. This is prime space, because it is immediately adjacent to the main public entry and courtrooms and it is near the only

handicapped accessible entrance to the facility. A large central laundry room, which occupies over half of this space, is extremely underutilized and would be more efficiently located within Juvenile Hall, which it serves.

Approximately 2,000 square feet of windowless space is available under the cafeteria in the Service Building. This space would require the addition of a floor deck spanning between existing concrete beams before it could be used as a storeroom, but the costs are small and the space is large and unused at the moment.

Also, the 3-story boiler room occupies approximately 2,500 square feet per floor and, as was discussed in the **MECHANICAL AND ELECTRICAL SYSTEMS** section, only the smallest of the four large boilers is operable. If the three abandoned boilers were removed or built over, there would be more than enough storage space for the entire facility in this space alone. The underutilized rooms discussed here, along with other habitable rooms in buildings W1 and W2 currently being used for dead storage, could be used more efficiently as offices.

Dislocation

The Department of Social Services, DSS, court liaison offices and the Court Appointed Special Advocate, CASA, volunteers' offices are currently located in Building W1, the first building down the hill from the main Administration Building, Building W1. This is the easternmost building of three buildings which comprise West Portal Residential Center, WPRC. They

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were originally constructed to house dependent children. This remote, inefficient location causes undue stress to the City employees affected. Currently, no space is available in the Administration Building for these two user groups. Although, they could be accommodated by moving the laundry and County Clerk's records to a more appropriate location, as discussed in connection with the Dead Storage issue above.

Two other users are currently located in Building W1. The offices of the Juvenile Justice Commission, JJC, and the Information Services division of the Juvenile Probation Department share the building with DSS and CASA. The JJC is the community's mechanism for monitoring the Juvenile Probation Department and deals less frequently with the court and top administrators than either DSS or CASA. While it is still inconvenient for the person staffing the JJC office and the Director of Information Services, the higher priority must be to relocate the DSS and CASA offices to the main administration building.

The Information Services division of the Juvenile Probation Department has become a computer center. Special electrical power requirements of the central processing unit (CPU) and printer were brought to the W-1 building site and would be costly to relocate. It is becoming increasingly important for this division to interface closely with the top administrative offices and it should be relocated to be adjacent to them. If this is not cost-effective, then at least the director's office needs to be relocated to be

adjacent to the other top administrative offices, even if that means the director will not have the optimum adjacency relationship with their staff.

OTHER STAFF SUGGESTIONS

Central School

Eight separate classrooms currently exist, one located within each living unit. The suggestion of a central school comes from the San Francisco Unified School District and is appreciated for its good merits by all but the Juvenile Hall counselors. The counselors feel that they will need to attend the school with the youth in order to maintain order. This may well be the case. At present, fights among youth most frequently occur within the classrooms. Most staff attribute this to the lack of respect youths have for certain teachers. This security problem will need to be resolved if a central school is to succeed.

Proponents of the central school concept point to the need to allow youth the freedom to leave their confined living environments and enter an open, more normalized environment that is conducive to learning. Too many distractions occur within the living unit just outside the hallway door of the present classrooms. Within a central school, teachers with special skills or interests would be able to teach those classes to all youth. The present physical design isolates individual teachers and forces them to be "one-room school teachers", teaching all courses. Also, a central school would allow for coeducational classes and the opportunity to vary class size, both positive steps toward a more normal environment.

Central Dining

This idea comes from top administrators of Juvenile Hall and the Kitchen Staff and is supported by all staff we interviewed. Dining times could be scheduled so that all youth were within a single large room or, since security requirements prohibit a residential kitchen in each living unit, if boys and girls could walk to a central dining room from their living unit it would be another positive step toward a more normal environment.

A central dining room would also improve the quality of the food. Presently, eight separate kitchens must be maintained in order to reheat and serve food from steam trays. This steam reheating leaves good food watery and bland.

Another benefit of this concept is the improvement of the efficiency of the food delivery, storage, preparation and serving process. Currently, an inadequate loading dock and a storeroom with filthy open mechanical compressor units are on one level. A freight elevator takes all foodstuffs up to the kitchen level to be prepared. Then to serve, the prepared food goes back on the elevator; one floor up gains access, past two sides of a quiet courtroom, to the boys' cottages, and one floor down gains access, through a hall full of broken furniture, to the girls' cottages. Our recommendation is to redesign the loading dock, storeroom, kitchen and central dining facility to be on a single floor level. This would need to be a new building.

Public Waiting Room

In the Interior Signage section of the USER ANALYSIS, the need for a single public entrance and the grouping of the courts around that entrance was discussed. Other ideas of how to provide more adequate public waiting space were suggested by the Chief Probation Officer and all of those user groups who deal directly with the public on a daily basis. In general, larger, more acoustically separated waiting rooms were requested.

There are presently no public waiting rooms for the three dependency courts and the traffic court. What's more, there are no public waiting rooms for the Public Defender's, District Attorney's, City Attorney's or County Clerk's offices. The only two existing public waiting rooms are located outside the two large delinquency courtrooms on the ground floor of the Main Administration Building. Excessive noise is transmitted into the courtrooms. There is a need for more public waiting space and an acoustical separation of the waiting rooms from the courtrooms.

The present design also encourages intimidation. Victims, witnesses, family and friends of the defendant all wait together. The creation of separate waiting rooms for defense and prosecution witnesses would help alleviate this problem.

Bedroom to Courtroom

Virtually all staff interviewed shared the concern that a detained youth not be visible by the public from the time they leave their bedroom until they

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reach the holding room adjacent to the courtroom in which their case will be heard. This is to ensure confidentiality. This will limit intimidation, by or of the defendant, to that which occurs within the courtroom.

An important architectural result of this requirement is that windows will be limited to the interior court of Juvenile Hall. Two closely-spaced sets of solid double doors would serve any entrance to Juvenile Hall from a public area.

Visiting and Interview Rooms

Visiting and interviewing are similar functions but require different environments. Visiting can be in a large multi-purpose room where several youth are visited at a time. Interviews are a legal right and adequate space must be provided for four or five persons to sit and talk quietly without being heard outside the room. Both activities currently occur most frequently in the classroom or dayroom within the living unit. The recommendation of our planning team is to provide a central multi-purpose space for visiting away from the living unit. We recommend that interview rooms be provided in the Juvenile Hall Receiving Unit. Further discussion of these two activities can be found in the PLANNING STANDARDS section.

Administrative Offices

All top administrative personnel, except the Director of Information Services, suggested that their offices be adjacent. These individuals

included the Chief Probation Officer, Assistant Chief Probation Officer, Director of Probation Services, Training Officer, Director of Juvenile Hall, Business Manager and Director of Information Services. Since the Director of Juvenile Hall must be located within the secure area, all other offices will need to move to be adjacent to that office. The logical location for this grouped administrative office area at YGC would be within the Service Building, currently used for kitchen and dining activities.

Janitorial Service

The Juvenile Probation Department does not provide janitorial service to most of the other ten City departments and agencies who rent space at the Youth Guidance Center. Individual users do not provide janitorial service as a separate budgeted expense. So, many City employees are working in offices without any janitorial service. Our recommendation is to raise rental rates to extend the janitorial service now provided to the Juvenile Probation Department to the entire facility.

Basic Repairs

This was the most common complaint expressed in our interviews of over thirty key YGC staff. It is the system which is the cause of this problem.

The City's Department of Public Works, DPW, is theoretically available on nights or weekends to make emergency repairs. But there is little effort in scheduling and coordinating the work of separate building trades. By City charter general fund City Departments cannot hire a private contractor to do

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work unless the City DPW does not have the required expertise in-house. Our recommendation is to revise repair procedures to allow the Building Superintendent more autonomy to hire local private contractors or casual labor as needed to provide timely repairs.

A - EDUCATION SERVICES ASSESSMENT REPORT

EDUCATION PROGRAM ASSESSMENT REPORT
SAN FRANCISCO YOUTH GUIDANCE CENTER

by

Robert B. Rutherford, Jr., Ph.D.
Department of Special Education
Arizona State University
Tempe, Arizona

EDUCATION PROGRAM ASSESSMENT

This report is based upon impressions of the Education Program at the San Francisco Youth Guidance Center following a visit to that facility on January 16 - 17, 1987. Meetings and interviews were conducted with the principal of the Woodside Learning Center, four teachers from the school, a parent of a "graduate" of both Woodside and Log Cabin Ranch, the Assistant Superintendent of San Francisco Schools in charge of high school programs, four community leaders representing potential transition and aftercare programs, and the director of the Youth Guidance Center. In addition, visits were made to the Woodside Learning Center offices, classrooms and computer center, the residential units, the probation offices, the Ella Hill Hutch Community Center, and the San Francisco Unified School District offices.

There are six essential components of effective correctional education programs in juvenile detention facilities (Rutherford, Nelson, & Wolford, 1985). These components, which are critical to the implementation of meaningful educational programs for handicapped and nonhandicapped juvenile offenders, include: (1) procedures for conducting functional assessments of the skills and learning needs of offenders; (2) the existence of a curriculum that teaches functional academic and daily living skills; (3) the inclusion of vocational education in the curriculum; (4) the existence of transitional programs and procedures between the correctional program and the community; (5) the presence of a comprehensive system for providing both institutional and community services to offenders; and (6) the provision of inservice and preservice training for correctional educators.

This report is based upon an assessment of the Education Program at the Youth Guidance Center in relation to these six essential components. In addition, areas where the program is potentially out of compliance with the provisions of Public Law 94-142 are reported. Finally, recommendations are made relative to the strengthening of the Education Program.

I. Components.

1. Functional Assessment. While there appears to be a fairly comprehensive medical assessment of juveniles entering the Youth Guidance Center, educational assessment appears to be cursory and incomplete for most students. Due to the limited stay of most students, assessment consists primarily of collecting Wide Range Achievement Test (WRAT) reading and math scores. This notoriously unreliable instrument is used to determine initial levels of academic achievement. In addition, assessment data are nonexistent for all but 7 of the 29 students identified as special education students. Individual education plans (IEPs) are available for only 7 handicapped students and only 2 of these IEPs contained comprehensive assessment data.

While some computer data are available from the San Francisco Unified School District regarding a student's grade level, program designation - e.g. special education, limited English proficient, etc., reading/math level of achievement, and whether the student has been

expelled from the public schools, these data appear to have no bearing on or relevance to Education Program placement at the Youth Guidance Center. Juveniles are placed on the units based solely upon security and space considerations. Educational and special educational needs are not considered in the placement process. Thus, each unit is made up of students representing the whole range of educational abilities and needs.

Functional assessment means identifying skill deficits that interfere with a student's educational achievement and social/vocational adjustment. A further requirement is that assessment be based on the curriculum taught, rather than consisting of a standard instrument (e.g. the WRAT). Assessment also should be continuous rather than static, and results should be used to make systematic adjustments in the student's educational program.

Educational assessment at the Youth Guidance Center is nonfunctional in that it does not identify a student's skill deficits, is not related to the curriculum taught, is not continuous because it is based upon a one-shot test, and the results are not used to modify a student's educational program. In other words, the educational assessment process is pointless.

2. Functional Curriculum. A functional educational curriculum is one that meets a student's individual needs. Since only 14% of the students in residence at the Youth Guidance Center are functioning at grade level in both reading and mathematics, there is serious question whether the academically-oriented curriculum of the Education Program has any functional value for the vast majority of students in the program. When 50% of the students are reading at 3 or more years below their grade level, completion of high school Carnegie Units may be irrelevant for these students. There is a need for a curriculum for these students based on developing functional daily-living and social skills. Incarcerated youth need to learn how to find a job, live on a budget, use the telephone, purchase goods and services, interact appropriately with others, etc. In the context of large skill deficits in these domains, attempts to improve reading skill levels by a grade or two are not functional.

3. Vocational Education. While there appears to be a rather comprehensive vocational education program at the Log Cabin Ranch, there is no vocational assessment or vocational education program at the Youth Guidance Center. Probably due to the relatively short stay of most of the juveniles confined to the Center, programming has been educational rather than vocational in nature. Again, related to the need for a functional curriculum mentioned above, vocational assessment and vocational education may be more appropriate for the majority of students in the Center. Most of the students either will not return to the public schools or will not remain in the schools to complete their high school diplomas. In addition to developing functional living skills, most of these students need to develop the prevocational and vocational skills necessary to survive in the world of work.

4. Transition. The educational transition of juvenile offenders into and out of the Woodside Learning Center is inadequate at best. There appears to be no systematic effort to transfer educational records from the San Francisco Unified School District to the Youth Guidance Center or from the Youth Guidance Center back to the public schools. Again, because of the relatively short stay of many of the students, it is

difficult for records to catch up with the students. However, because most of the students come from the local public schools and because the Woodside Learning Center is part of the San Francisco Unified School District, relevant educational information should be available for students incarcerated at the Youth Guidance Center for more than 3 to 5 days. The School Department Computer Printouts are a good beginning to providing needed information for educational programming at the Woodside Learning Center.

In the case of the approximately 33% of the students identified as handicapped by the San Francisco Unified School District prior to incarceration or by the Woodside staff during incarceration, relevant educational information in the form of IEPs was missing for all but a few students.

Postincarceration educational transition appears to be haphazard at best. Once a student leaves the Youth Guidance Center, education staff have no further information about what happens to a student unless the student is reincarcerated at a later time. There is no connection between the Education Program at the Center and the public schools. Educational records and information are rarely transferred to the public schools.

In addition, there is a serious lack of effective community transition and aftercare programs for juvenile offenders in San Francisco. Even if students were to return to the public schools with comprehensive and relevant educational information, community programs are not currently available to support these students. Thus, many of these students continue to fail in school, drop out, and commit further offenses leading to incarceration. However, there appears to be growing community interest in providing transitional support and aftercare programs for juveniles leaving the Youth Guidance Center.

The responsibility for transition must be shared by the correctional education, public education, and probation systems accompanied by strong, effective community-based programs. Follow-up supervision and contact with the offender and local community education programs are needed to reinforce both the student and the school as to the importance of continued academic or vocational education. Probation officers in the public schools or in community-based education oriented programs could contribute significantly to effective transition.

4. Comprehensive Systems. Comprehensive systems for providing appropriate educational services to offenders do not exist either within the Youth Guidance Center or prior to or following incarceration. The provision of effective educational services is difficult to achieve because of the conflicting priorities and responsibilities of the administrators and staff within the Youth Guidance Center and those within the various criminal justice and educational agencies with whom juvenile offenders come into contact in San Francisco.

The Youth Guidance Center has two functions: custody and supervision, and the provision of programs. Custody and supervision is considered the primary function of the Center in that offenders are monitored and their movement restricted because of their past offenses and potential for future offenses. Programs, including education, medical and religious services, and counseling and psychological services, are provided so that offenders have appropriate services and meaningful activities to occupy their time.

There is a lack of a comprehensive and coordinated administrative structure within the Youth Guidance Center such that the custody and supervision and program functions pose competing priorities. This competition and lack of coordination is obvious between the Principal of the Woodside Learning Center and the Director of the Youth Guidance Center, as well as between the education, probation, and custodial staff of the Center. As many of those interviewed described it, the Center is composed of custody, education, probation, and medical services all working to preserve their own "turf" within the facility and that cooperation and coordination between the services is poor to nonexistent.

The lack of cooperation and coordination is also apparent in the lack of effective interagency cooperation between the criminal justice, educational, and community-based systems in San Francisco. Comprehensive linkages generally do not exist between the courts, the public schools, the Youth Guidance Center, and probation or aftercare programs. Rarely do judges make sentencing decisions that take into account the offender's education needs. In the case of the approximately one-third of the students in the Youth Guidance Center who are handicapped, practitioners in the judicial system seldom stipulate participation in appropriate special education programs as part of the sentencing and placement process.

The linkages between the San Francisco Unified School District and the Youth Guidance Center are deficient as well. As indicated above, the transition of adjudicated offenders from the public schools to the Youth Guidance Center and back to the public schools or vocational programs or community-based programs is seldom accomplished in a coordinated fashion. Information regarding the educational abilities and needs of students is rarely transmitted across educational settings. A system for providing appropriate individualized regular, special, and vocational education services before, during, and after incarceration is necessary if the goal of rehabilitation is to be realized.

The lack of effective coordination and communication between the Woodside Learning Center staff and the probation or aftercare staff rounds out the failure of the Youth Guidance Center to provide comprehensive systems for juvenile offenders. The public schools seldom receive information or records from the Center, or bother to request these. Moreover, the offender generally returns to a community that lacks after-care programs appropriate to his or her individual needs. Under such circumstances there is little incentive to pursue further educational or vocational opportunities, nor is there support from qualified professionals who are sensitive to the unique adjustment problems of youths returning from a correctional program.

6. Training of Correctional Educators. About one-third of the students incarcerated at the Youth Guidance Center have been identified by the San Francisco Unified School District as handicapped and at least half of the total students have significant learning and behavioral deficits to qualify for special education programs. Given the high proportion of handicapped offenders in the Center, the education staff needs to be composed of certified special education teachers or, at minimum, teachers who have extensive inservice training in how to serve handicapped students. Currently, two teachers have special education certification - one serving as an administrative resource specialist and the other as a regular teacher.

II. Areas of Potential Noncompliance with PL 94-142

Public Law 94-142, The Education for All Handicapped Children Act of 1975, mandates that all handicapped children and youth 21 years of age and younger have a right to a free, appropriate education. The law specifically mandates that adjudicated handicapped offenders are eligible for special education services. There are eight (8) areas where the Youth Guidance Center may be in potential noncompliance with the rules and regulations of Public Law 94-142:

1. Right to Education. The first obligation is that a free, appropriate education is provided handicapped offenders. There are four areas of concern relative to the Youth Guidance Center's ability to meet this obligation. The first concern is whether the Center, in fact, provides a "special education" program where there is specially designed instruction to meet the unique needs of the handicapped student. The second concern is that there are barriers, preconditions, and disincentives that prevent access of all handicapped offenders to a free, appropriate education. The third concern is that education is frequently interrupted or terminated. The fourth concern is that living area assignments within the correctional facility generally precludes attendance in special education programs.

The second obligation is that all handicapped students have access to mandated related services. There is concern whether the Youth Guidance Center provides all of these related services. While medical services are provided, there is concern whether comprehensive audiology, physical therapy, occupational therapy, counseling services, psychological services, social work services, and speech pathology are available for all handicapped students.

2. Student identification, location, and evaluation. This obligation involves the identification and evaluation of all handicapped offenders in the program. The concerns relative to the Youth Guidance Center's ability to meet this obligation include whether all relevant agencies are involved, whether the identification and evaluation process is ongoing, whether all identified handicapped students are evaluated, and whether there is a systematic procedure within the Woodside Learning Center to identify handicapped students not identified by the public schools.

3. Individualized Education Programs (IEPs). This obligation involves the existence of an appropriate IEP for each handicapped student. There is concern that the Woodside Learning Center does not have IEPs for 23 of the 27 handicapped students identified by the San Francisco Unified School District. Of the few IEPs that were available, most were incomplete in that parent signatures were missing, the student's current level of performance was indicated by a WRAT score, the goals and objectives were generally nonfunctional, related services were not specified, dates of initiation and duration of services were missing, and objective evaluation procedures and criteria were not specified.

4. Procedural safeguards, and 5. Confidentiality. This reviewer was not able to determine whether these two obligations are being met in the operating procedures of the Youth Guidance Center.

6. Protection in evaluation procedures. The two obligations here involve the content of the individual evaluation conducted and the composition of the evaluation team; and the procedures used to determine educational placement and the composition of the persons making the placement decisions. The concern with regard to the Youth Guidance Center is that it is apparent that a comprehensive evaluation process does not exist for most handicapped offenders incarcerated at the Center.

7. Least restrictive environment. The obligation in this case involves whether handicapped students are prevented from participating in education programs with nonhandicapped students. The unique circumstances of the Youth Guidance Center do not prevent educating handicapped and nonhandicapped students together. In fact, there is no differentiation of educational programming and there is question whether special education programming is available for handicapped students.

8. Comprehensive system of personnel development. This obligation involves the inservice training of correctional educators to work with handicapped students. There is no evidence that the educational staff at the Youth Guidance Center participates in the inservice personnel development programs initiated by the SEA (San Francisco Unified School District).

III. Recommendations.

Recommendation 1: Because of the short stay for most students, establish the Woodside Learning Center as primarily a comprehensive assessment, diagnostic, and evaluation center for those students in the program for 3 to 5 days or less. Establish functional assessment packages for handicapped and nonhandicapped students to determine their academic, social-skills, daily-living, and prevocational and vocational strengths and weaknesses. These assessment packages should correspond to functional curriculum modules delivered at the Youth Guidance Center, in the public schools, or in community-based education programs designed for juvenile offenders.

Recommendation 2: Develop functional curriculum modules for delivering academic, social-skills, daily-living, and prevocational and vocational training to students incarcerated at the Youth Guidance Center for more than 5 days, and for students who may return to either the public schools or community-based education programs.

Recommendation 3: Develop a prevocational, vocational, and career education track in conjunction with the academic track provided by the Woodside Learning Center.

Recommendation 4: Establish an efficient and effective process for transferring educational records from the San Francisco Unified School District to the Woodside Learning Center and back. If this process is not developed, the Education Program at the Center will continue to operate ineffectively and in isolation.

Recommendation 5: Related to Recommendation 4, IEPs and other educational records of handicapped students should be forwarded to the Woodside Learning Center within 3 school days from the day a student is incarcerated at the Youth Guidance Center.

Recommendation 6: A process of systematic educational follow-up should be initiated for all students leaving the Youth Guidance Center. Probation staff should assist in this follow-up process.

Recommendation 7: Related to Recommendation 6, probation officers should be located in or near the San Francisco Unified School District junior and senior high schools to facilitate effective transition and to provide appropriate supervision of students following incarceration in the Youth Guidance Center. Community-based probation is more efficient and effective than the current centralized probation system.

Recommendation 8: The administrative structure of the Youth Guidance Center must be altered to establish comprehensive, coordinated services for youth incarcerated in the Center. Efforts must be initiated to stop the "turf" wars between the various custody and program administrators and staff. The current devisiveness within the facility is the worst this reviewer has observed in any correctional facility in the country.

Recommendation 9: Develop effective alternative community-based programs that provide strong educational and/or vocational support for juvenile offenders following release from the Youth Guidance Center and for those offenders who commit status offenses or other minor offenses. These community-based programs must be held accountable to provide contracted educational services.

Recommendation 10: Given the development a strong, viable regular, special, and vocational education program both within the Youth Guidance Center and within community-based alternative programs, judges and other judicial personnel will take an offender's educational and special educational needs into account when making sentencing and placement decisions.

Recommendation 11: All future teachers hired by the San Francisco Unified School District for the Woodside Learning Center have special education certification.

Recommendation 12: All present teachers and other facility staff receive extensive inservice training in working with and programming for handicapped offenders.

Recommendation 13: The Woodside Learning Center become a separately housed program with students coming to the school for education. Classrooms on all of the units should be closed. If security reasons preclude students from the B5 Unit attending the separate school program, the teachers assigned to the classroom on that unit should have special education certification (8 of the 13 students currently in B5 are handicapped and 3 others are at least 4 grade levels behind in both reading and mathematics).

Recommendation 14: The Woodside Learning Center be provided with a sufficient budget, staff, and autonomy to develop a quality education program. The Youth Guidance Center and the San Francisco Unified School District should provide support for the development of a quality program and also provide stringent monitoring to assure that such a program is developed and implemented.

B - HEALTH SERVICES ASSESSMENT REPORT

MEDICAL AND MENTAL HEALTH SERVICES ASSESSMENT REPORT
SAN FRANCISCO YOUTH GUIDANCE CENTER

by

Jeffery R. Mitchell, M.D.
Department of Child Psychiatry and Behavioral Medicine
Children's Orthopedic Hospital and Medical Center
Seattle, Washington

Department of Child Psychiatry
Children's Hospital, 6E
P.O. Box C-5371
Seattle, WA 98105
February 1, 1987

Jim Brown
Community Research Associates
115 North Neil St., Suite 302
Champaign, IL 61820

Dear Jim:

It was a pleasure meeting with you during my visit to San Francisco. As agreed, I will report my observations and conclusions about the medical and psychiatric services provided at the Youth Guidance Center (YGC). I will be as brief and concise as possible, though the temptation to be prolix is great, considering the breadth and depth of problems at the YGC.

My visit lasted two-and-a-half days, during which I interviewed everyone on the mental health staff, three members of the medical staff, the Chief Probation Officer, the Director of Juvenile Hall and his assistant, a detention supervisor, and two counselors. I attended a meeting, in which a diagnostic unit was planned, and a regular meeting of the mental health staff. I toured two units, G-2 and B-5. I met with a group of mental health professionals from the Mission District who expressed concern and frustration about the situation at the YGC. I visited the detention center in nearby San Mateo County, a program that has few of the problems I observed at the YGC. Finally, I attended a program sponsored by the Coleman Associates, a group of advocates for youth who are very actively interested in the YGC.

The purpose of my visit was to review medical and psychiatric services. As you know, those services are provided by the Department of Public Health and are referred to as the Forensic Service, under the directorship of Janet Shalwitz, M.D. The quantity and quality of medical staff is extraordinarily high. All of the staff I talked to are well trained and appear to have a high level of professionalism. The Psychiatric Clinic is heavily staffed. It has a fulltime psychiatrist, almost three FTE's of clinical psychology, two fulltime social workers, and a fulltime nurse practitioner. By comparison, the detention facility for which I work has 0.4 FTE's of psychiatry and 2.0 FTE's psychiatric nursing, though it serves a similar population size.

The effectiveness of the Forensic Clinic staff is hampered greatly by the activities of juvenile hall staff and their

supervisors. This occurs with both the medical and mental health services, but moreso with the latter. In fact, I would say without reservation that the services of the mental health staff are rendered almost completely useless by this severe problem. I should state here that I do not see this as a totally unilateral situation; i.e., there are two sides to the serious communication problems that exist. Forensic and juvenile hall staff members alike expressed feelings of powerlessness, frustration and resentment at their perception of being treated with disrespect by the "other side." Nonetheless, I came away from the visit feeling that the supervisors and, to a lesser extent, the line staff, have an unnecessary and unsupportable resistance to working with the professional staff.

The rift created by this resistance is malevolent at best and dangerous at worst. For instance, the supervisors admit freely that they frequently "veto" the recommendations of the forensic staff, even when those recommendations involve suicide precautions. They state that the precautions drain the staff and threaten "security," and have substituted their own suicide procedure, called the "adult saturation" program. This procedure, in my estimate, is even more taxing than the Forensic Clinic's suicide precautions, and has the appearance of punishing and berating a youth for being suicidal. The Juvenile Hall staff have not only taken over the role of suicide management, they have even taken over suicide assessment and diagnosis; i.e., the assessments of the Forensic Staff are sometimes ignored on the grounds that the youth is "just manipulating."

Medical staff recommendations are similarly undermined. Dietary changes, activity restrictions or other special considerations are frequently ignored. When questioned about this practice, supervisors invoke concerns about "security," and seem to be oblivious to the fact that it is highly unusual practice and is a blatant violation of essential American Correction Association and National Commission of Correctional Health Care standards.

The "security" defense is used like a Pavlovian response at the YGC. It is used to deny forensic staff privacy in interviewing youths, and to prevent the formation of therapeutic groups on the unit. Bizarrely, groups do occur on at least one unit, but without the participation of the mental health staff. "Security" is used to justify the rather low level of recreational activity at the YGC and the large amounts of time youths spend in their rooms, despite the fact that the staffing level is high compared to similar facilities. "Security" is even used to explain the resistance to having male and female staff on the boy's unit, a common practice in juvenile detention centers.

The forensic staff is not consulted adequately in the planning and implementation of policies that have a health/mental health component. The isolation practices are a case in point. In the detention facility in which I work, for instance, the mental health staff participated in the writing of the isolation policies. At the San Mateo facility, which has a security unit, a youth cannot be isolated without mental health staff approval. At the YGC the mental health staff have no say in the isolation policies and practices.

The forensic staff is equally unininvolved in training the staff. There was an "after-the-fact" training session put on by the mental health staff after the suicide that occurred nearly a year ago. This was well-recieved by the line staff. It was the only teaching involvement, however.

The forensic staff members feel a similar alienation in their less extensive relationships with the probation officers. They feel that there is little response from the P.O.'s when they have information or recommendations about a particular youth. This complaint was loudly echoed by the mental health professionals from the Mission District, who feel that their input to the probation officers is unsolicited and treated with arrogance when it is offered.

In reviewing all these problems with the CPO and the Director of Juvenile Hall, I percieve a distressing lack of firmness in their positions. I did not see them as willing to issue strong directives to remedy the situation, though they seemed more aware of the difficulties than their subordinates.

One leaves the YGC with a sense of despair about these problems. They are the product of years of negative history and are now rigidly implanted in the day-to-day functions of the facility. As a result, the YGC is a program isolated from its community and devoid of critical insight. Nonetheless, I will make some suggestions about improving the relationship between the forensic services and the juvenile hall, with the expectation that they will be modified at a later date to accommodate changes in the program-at-large.

RECOMMENDATIONS:

1. Strong administrative directives should be issued by the CPO and the Director of Juvenile Hall that prohibit staff members and their supervisors from "vetoing" orders from the forensic staff.
2. The Forensic and administrative staffs should write policies and procedures together that are related to medical and mental health issues:

a. The Forensic staff should write health clinic policies.

b. The mental health staff should write suicide procedures; these should be the only procedures used thereafter. For example, the forensic staff should determine whether the "adult saturation" method will be used in the facility.

c. The isolation policies should be written by the Forensic staff and the administrative staff.

3. The Health Clinic policies should be written with the objective of passing an audit by the National Commission of Correctional Health Care. There should be an audit by the NCCHC within one year.

4. The Forensic Clinic staff should be regularly involved in training the Juvenile Hall staff. Possible subjects for training are: suicide prevention, psychiatric disorders (depression, psychosis, etc.), behavior modification, cognitive-behavioral management of impulsive behavior, crisis counseling, sexually transmitted diseases, substance abuse, and teenage sexuality.

5. There should be the development of teams on the individual units. Each team should consist minimally of a supervisor, counselors on the unit, a member of the medical staff, a member of the mental health staff, a member of the educational staff, and a probation officer. These teams should meet regularly, at least once a week, to discuss the youths detained on the unit.

6. If a new building is planned, the Forensic Clinic should be placed in the secure area. There should be beds in the clinic for housing acutely ill youths who do not require transfer to a hospital. An observation room, with a one-way mirror visible by the medical staff, should be constructed for suicidal youths.

7. The Forensic staff should begin to increase its involvement in the community. Possible areas for involvement are the schools (especially alternative schools), "street" clinics, and less-restrictive placements (e.g., group homes, shelters). If a home-assessment component is built into the system, there is an obvious place for the Forensic staff in this process.

8. No new programs, including the proposed "subacute unit", should be initiated until the above measures have been implemented.

I hope these findings and recommendations have been helpful to you. I look forward to working further on this project.

Sincerely,

Jeff Mitchell, MD

C - DETENTION SERVICES ASSESSMENT REPORT

DETENTION SERVICES
ASSESSMENT REPORT

by

Joseph R. Rowan
Executive Director
Juvenile and Criminal Justice International, Inc.
Roseville, Minnesota

EXECUTIVE SUMMARY

Survey of Juvenile Hall, San Francisco Youth Guidance Center

by

Joseph R. Rowan

1. Juvenile Hall is the most run-down, ill-kept and dirty juvenile detention center seen by this consultant of nearly 60 such surveyed throughout the country since 1955.

Most staff and contract personnel interviewed stressed the poor upkeep, lack of preventive maintenance and a seeming lack of interest in making the facility look better. Several staff said, "Most of us seem to be immune to how bad it is; it's been this way so long."

Several interviewees said that "bad surroundings impact our thinking."

2. Various staff felt that "Juvenile Hall is now heading in the right direction, loosening up to have a more normal environment." Strong leadership and participatory management, setting aside and resolving personality conflicts, periodic inter-disciplinary and staff meetings and developing a true team relationship among all units can be accomplished, supported throughout by application of the Golden Rule.
3. Many good staff were seen or interviewed and many were cited by other staff and youth.
4. Individual interviews with staff and contract personnel on all levels supported the basic findings of the employee attitude survey:
 - a. There is serious conflict and "fighting" between SFJPD divisions and other departments and agencies, such as health, education and Department of Social Services. Disparity of pay between Juvenile Hall and Probation staff causes resentment among many Juvenile Hall staff.
 - b. "There is no team spirit here; staff first, kids second." Various staff from different job classifications reported this.

- c. **Poor communications** were cited by a large number of staff in both the questionnaire and interview parts of the survey.
- d. **"Less political intervention"** was advocated both by strong statements in interviews and on the questionnaire.
- e. There should be **"elimination of cliques and favoritism,"** according to a high percentage of staff responses from Juvenile Hall and Probation.
- f. Also, **"greater staff participation in program planning and youth treatment"** was advocated in both interviews and the questionnaire.
- g. **More and better quality in-service training** was a high demand item.
- h. **"Lack of facilities and equipment"** was cited by over half of the SFJPD staff.
- i. However, a number of staff said, in effect, **"We have deep down problems here** that no new building can cure. We need to get our house in order first."
- j. **Poor working conditions** (poor working relationships, low morale, etc.), better paying jobs elsewhere and **lack of support by top administration** for their facility or program were the three major reasons why most employees leave their jobs.

While the needs and welfare of youth and good public service must come before self, all can be successfully accomplished under **sound management practices**. Dramatic progress has been achieved in a relatively short time in similar problem-laden detention/juvenile justice systems before. The **will** to accomplish this is evident here. The **way** appears to have been properly charted, at least in part. Staff have spoken, and their attitudes and recommendations (contained herein) need full attention. Successful industries and businesses have pursued this approach, with **full staff involvement in resolving problems**. Experience in those fields has clearly shown that when one-fifth of the employees feel that a problem exists, **administration should give it proper attention**.

Interviews With Juvenile Hall Detainees

by

Joseph R. Rowan

1. Overall, most detainees spoke positively concerning their care.
2. Generally, they reported fair treatment from counselors; unnecessary physical force is not a problem.
3. Most youths interviewed spoke of swearing by the counselors; this included their being called by "four-letter words" and it being implied they were "a criminal." (This latter item was volunteered by several staff as well.)
4. In the main, detainees spoke positively about medical and mental health treatment and teachers.
5. Half of the youth expressed displeasure about room confinement, idleness and the "silent system." (Several counselors also expressed the opinion that Juvenile Hall was too rigid about "silence" for youth who normally are expected to be talkative and jovial.)
6. Food service was criticized by several of the detainees, as it had been by various Juvenile Hall staff.

D - PROBATION SERVICES ASSESSMENT REPORT

PROBATION SERVICES ASSESSMENT REPORT
SAN FRANCISCO YOUTH GUIDANCE CENTER

by

Charles J. Kehoe
Berrien County Juvenile Court
St. Joseph, Michigan

INTRODUCTION

This preliminary report covers the probation services offered by the San Francisco Juvenile Court. The information presented here is the result of three and one half days of interviews with staff, participation in three meetings and a tour of the Juvenile Hall and Court facilities. In all, 22 staff were interviewed on site, one additional telephone interview was held. For the specific details see "Activities of Charles J. Kehoe" which is attached as an appendix to this report.

This report will summarize the major findings of the interviews and will present some preliminary recommendations.

OVERVIEW OF THE DEPARTMENT

The San Francisco Juvenile Court Probation Department is divided into ten separate units or functions. They are as follows:

1. South of Market Intake
2. North of Market Intake
3. Family Crisis
4. Court Officers
5. South of Market Supervision
6. North of Market Supervision
7. Prevention
8. Special Services
9. County Placement
10. Private Placement

In addition, support services are provided by the Volunteer Auxiliary, the Training Office, the Police Liaison and numerous other offices.

Dennis Sweeney is the Chief Probation Officer. Probation Services are under the supervision of Nadia Stafford, Director of Probation Services.

Overall, staff were most pleasant and cooperative during the interview process and appeared to share the common goal of wanting to improve the services of the department and morale of the staff.

The offices and physical plant left much to be desired. It appears that for the last several years the offices were allowed to slide because of limited financial resources. As a result, the environment leaves a visitor with a feeling of depression and gloom. Several staff commented that there are not enough maintenance staff to improve the conditions.

In addition, staff also commented that there was not enough equipment to allow them to do a good professional job. Specific examples were a lack of dictation equipment for many probation officers, old, out of date typewriters for secretaries, desks and chairs that are broken and a telephone system that cannot handle the demands.

While the Juvenile Hall was undergoing a fresh paint job in the living units, the Probation Department that the public sees remains in serious need of attention.

HOW PROBATION SERVICES WORK

Probation services are divided into units. The city is divided in half with Market Street being the dividing line. Thus intake and supervision are assigned to either a North Market Intake Unit or a South Market Intake Unit or a North Market Supervision Unit or a South Market Supervision Unit. Depending on which side of Market he lives on, a juvenile will be assigned to a specific unit. Family Crisis, Prevention, Court Officers and Special Services are not divided, but serve the entire City.

When a juvenile is arrested, if he is not turned over to his parent or guardian, the police officer takes the juvenile to the Hall of Justice where he is formally processed. Following this he is taken to the Juvenile Hall where he may be detained or released to another placement or to parents. The complaint usually arrives in the intake department the following working day. Because of strict time limits probation staff must rush the process along if they wish to keep the juvenile in detention. A probation officer has 24 hours to file a misdemeanor complaint and 48 hours for a felony. Once the case is assigned at intake, the probation officer prepares the investigative work-up on the case and takes it through the detention, jurisdictional and dispositional hearings. During this time the juvenile may be placed on home detention or released to his parent. The intake staff also assign some juveniles to a period of voluntary supervision which is handled by the Prevention Unit.

Court Officers (probation officers with a special function) are responsible for actually bringing the case into the Courtroom and presenting the written reports of the intake probation officer or supervising probation officer.

When the juvenile is adjudicated delinquent and a dispositional hearing is held, the investigating probation officer will develop the supervision plan for the juvenile. When a juvenile on probation commits a new offense or violates his probation, the process is handled by the supervising probation officer.

If the juvenile is placed on formal probation, he will then be assigned a probation officer in one of the supervision units. Juveniles who are between 10 and 14 years of age will be assigned to the Prevention Unit.

In nearly every case, the Court will order the payment of a fine and restitution or community service. Juveniles under formal probation supervision usually spend a minimum of one year on probation.

The Family Crisis Unit works with status offenders. Special Services handles several varied tasks including independent adoptions, record checks, job corp referrals, guardianship investigations, terminations and related Court functions.

A new program has been started to focus on teen age sex offenders. This specialized caseload is handled by a Probation Officer in the Prevention Unit. The Medical/Psychological Unit also conducts therapy group meetings with these juveniles.

When a probation officer believes that a juvenile should be placed away from home, a presentation is made by the probation officer to the Placement Advisory Committee (a small group of supervisors) that assist the probation officer in making the recommendation and in finding an appropriate placement.

New probation staff must have 224 hours of training in their first year and 40 hours each year thereafter. This is well within the national standards.

FINDINGS AND RECOMMENDATIONS

There are several areas that were identified by staff as problems. The remainder of this report will attempt to address those issues and provide specific recommendations for their solution.

1. MEDICAL/PSYCHOLOGICAL DEPARTMENT RELATIONS

One constant theme that kept coming to the surface was the negative relationship the "Med/Psych" Department has with the probation staff. There is a serious "we" "they" problem that has developed and needs to be corrected immediately. As it is now, probation officers cannot always get the necessary medical or psychological information they need to make an informed decision on a juvenile case and frequently feel "looked down upon" by this department.

RECOMMENDATION

Immediate efforts must be taken to develop a "team spirit" between staff in the Medical/Psychological Department and the Probation Department. Regular weekly meetings should be held to discuss the best possible approach to solving the problem recognizing the shared goals of the services.

2. POLICE COMPLAINT DELAYS

Because of strict time deadlines, probation officers are required to make quick investigations and "snap" judgments on cases when there is a delay in getting the police complaint. This problem works a hardship on all parties. It was also said that Intake Probation staff do too much of the District Attorney's work at this initial stage.

RECOMMENDATION

The Probation Department and Police Department need to sit down and work this problem through. At this time there are at least two possible solutions. One would be to have all juveniles brought directly to the Juvenile Hall and eliminate the Hall of Justice step, the other approach would be to develop a computer program that would send the complaint to the Juvenile Hall from the Hall of Justice via the computer. This approach is probably at least two years away and will cost a good sum of money.

The responsibilities of the Intake Probation Officer and District Attorney, at this stage should be defined in writing.

3. THERE IS NO FORMAL CLASSIFICATION

Although probation officers say they classify their cases "based on their experience", the fact is there is no formal classification system that results in degrees of supervision and services. Probation rules appear to be broadly written with the same basic requirements for each juvenile. Supervisors currently assign cases on the basis of how many cases each probation officer in their unit has under supervision.

RECOMMENDATION

A formal classification system, based on a risk prediction scale needs to be developed. Activity is already taking place in this direction. Once the classification system is in place, cases should be assigned on the basis of a weighted system. The frequency of home visits, field contacts and office visits should be clearly defined with emphasis on home visits and field contacts.

4. INTENSIVE PROBATION AND GROUP COUNSELING ARE NOT UTILIZED

Throughout the interviews staff acknowledged that there is no use made of intensive probation nor do any staff conduct parent groups or group meetings with their probationers. This is a serious deficiency in the system. The benefits of both of these methods have been proven to be highly successful with youthful offenders.

RECOMMENDATION

Training should begin immediately on the subject of group counseling for probationers and their parents, and probation officers should be given an incentive to initiate groups.

Intensive probation plans should be developed consistent with the classification system.

5. COURT OFFICER UNIT: CAFETERIA STYLE PROBATION

When a juvenile's case goes into Court (before a Judge or Referee), in the majority of cases the person taking that case in is a "Court Officer." His primary responsibility is to report on the case to the Judge using the written report of the probation officer. The intake probation officer who prepared the social history and supervision plan and the supervising probation officer are seldom in the Courtroom with the young person.

The reason this process was started was to make the system more efficient by not having probation officers standing around waiting to go into Court. By not having this waiting time, it was said that the probation officer would have more time for field contacts. On the surface this makes a great deal of sense. However staff acknowledged that probation officers really don't take advantage of the time to have more field contacts. In fact, they are often told to "be available" if the Judge has any questions. The end result is that the person who knows the most about the case is not able to address the Court.

For the young person coming to Court the changing of his probation officer takes on a "cafeteria style" form of probation. In other words, as the juvenile moves "along the line, items (probation officers) are added or taken off the tray." In many cases juveniles are the victims of inconsistent handling at home and it appears this can happen in Court as well. The fact is, the Court Officer program was started for the convenience of the Court and not for any benefit the probationer might receive.

RECOMMENDATION

The Court Officer program should be re-evaluated as to its benefits. With the availability of computer technology it would seem that a Court schedule could be developed that would make efficient use of the probation officers time without adding another layer of staff. The Court Officer positions might well be used in intake and in supervision especially when a formal classification system and intensive probation program are in place.

While evaluating the Court Officer position consideration should also be made of the bailiff position. Several staff stated that these positions are seriously under-utilized. Many duties that a Court Officer does, a bailiff can do as well, such as getting people into the Courtroom in a timely fashion.

6. THE TRANSPORTATION OFFICER

To many staff, the "unsung hero" of the Court system is the Transportation Officer. This person is responsible for transporting youth to and from Log Cabin Ranch, hospital visits, private placements and numerous other locations. In most cases he is the only adult with several juveniles. The Transportation Officer has no form of communication with which he can summon help if needed. This can create serious problems in terms of risk of runaways, accidents and other situations.

RECOMMENDATION

At least one additional Transportation Officer position should be added. In addition, handi-talkies should be purchased that would enable the Transportation Officer to communicate with the Court, Log Cabin Ranch and the Sheriff's Department, whenever necessary.

7. CHANGING JUDGES CHANGING PHILOSOPHIES

One of the most common concerns raised by staff was the fact that as Judges come and go so do the philosophies of how best to handle youth in the Court. Currently, staff said, they are going through a "lenient period" where it is almost impossible to get a Judge to "lock-up" a probationer. Prior to this time, it was much easier to detain a child. The shifting philosophies keep the Court in a state of flux.

While the IJA/ABA Standards and the NAC Standards support the rotation of Judges to avoid the creation of a "personal fief," the Task Force Standards believe Judges should be assigned to the Juvenile Court as a permanent assignment.

While rotation appears to be the desirable approach, it is based on the strong belief that the administrator establishes the policies and procedures of the Court. Thus, Judges must learn to adapt to the Court's policies and procedures, (which are based on national standards) instead of the Court adapting to the Judge's personal philosophy.

Since the San Fancisco Juvenile Court's policies and procedures are, in some cases lacking, and in other cases needing an "overhaul", the Court is vulnerable to the shifting philosophies of whoever is Supervising Judge of the Juvenile Court.

RECOMMENDATION

The Court needs to establish its mission statement and develop policies and procedures manuals that will be based on nationally recognized standards and practices. Judges coming in to serve in the Juvenile Court must agree to work within the written policies and procedures. Judges should be assigned to the Juvenile Court for a two year term, but should not serve longer than two

consecutive terms. Exceptions may be made by the Chief Judge of the Superior Court when exceptional competence is demonstrated.

8. MISSION STATEMENT & POLICY/PROCEDURES NEEDED

Every person interviewed said the Court's current policies and procedures manual is inadequate and never used. Staff often reported they were not even sure where their copy was. In the absence of a working policies and procedures manual and a mission statement, there is little probation officers can expect in the way of consistent management of cases and personnel.

RECOMMENDATION

One staff member at the administrative level should be assigned the task of immediately starting a written policy and procedures manual for all of Probation Services. Since this is a long term project, it can be started now, even during the survey period.

Adequate resources, in terms of clerical support, equipment, duplication equipment and time to meet with line staff should be committed to this project.

9. CIVIL SERVICE: BRIDGE OR BARRIER?

Both administrative and line staff are sharply critical of the current administration of the Civil Service program. Frequently, staff would comment that the Civil Service system was deeply political and that there was not always consistent enforcement of the testing requirements. It was also noted that persons were frequently placed in temporary assignments where they would stay for extended periods of time without any additional compensation.

RECOMMENDATION

The Chief Judge of the Superior Court and the Supervising Judge of the Juvenile Court should meet with the mayor and her appropriate staff to resolve the serious problems in the system.

10. COMMUNICATION WITH THE COURT NEEDS IMPROVING

Several staff reported that the communication within the Court and Probation Services was "poor" at best. Employees feel there is very little opportunity for them to influence policy or procedure development or change. As an example, recent changes in assignments of some probation officer was done without getting any reactions from staff prior to the decision. While most staff agree in principle with the idea of cross training to develop "well rounded probation officers", they quickly admit they did not like the way the current changes were made.

Unit staff meetings are also a concern to staff since they again get the impression that communication is a "top-down" situation with little desire for their input.

Probation officers said that inter-departmental meetings with all the units are seldom held which prevents resolving problems and misunderstandings between line staff and supervisors in the various units. This also prevents the Court from developing a continuum of care.

Although administration did attempt to establish a "management advisory committee" the problems between administration and the Probation Officers Association got in the way and no meetings were held.

RECOMMENDATION

Monthly staff meetings should be required in each unit. A prepared agenda and minutes of the previous meetings should be available to unit staff and administration in advance of the meeting. Each unit should establish a regular day and time for unit meetings and require participation from all unit staff. Administration should also be available to respond to questions if needed.

Semi-annual meetings should be scheduled with other units to work through problems and exchange ideas.

11. RECOGNITION OF POSITIVE PERFORMANCE

Several staff members commented that it is a common practice to be told by your supervisor when you have made a mistake, but seldom do you receive "praise" for a job well done.

Obviously, supervisors need to call attention to errors that are made, but those times can be balanced, in most cases, by justified praise.

RECOMMENDATION

Supervisors need to be more conscious of the importance of recognizing good performance. Staff meetings, a phone call or just seeing someone in the hall are all places and times when praise can be passed along. Written compliments should be placed in the employee's personnel file.

11. TRAINING/STAFF DEVELOPMENT NEEDS

California provides a program of State sponsored training known as STC (Standards and Training in Corrections) which is a direct benefit to the San Francisco Juvenile Court. The Court receives \$500 per year, per eligible employee, which includes all probation officers and juvenile hall counselors. The \$500 can be used for tuition, registration, living expenses and cost to

replace the person while they are in training. While this amount is usually adequate for probation officers, it does not cover the cost of replacing a juvenile hall worker who is absent because of extended training.

The Court is required to submit a written financial plan annually and quarterly reports to receive the training funds.

The Court can also develop a strong "in-house" training program using State certified courses that can be tailored to the Court's particular needs. There is also a need for a specific orientation program for new Court employees.

However, the training office has no facilities and is in need of a full time clerical person to handle the paper work. Proper training equipment is also lacking.

If the Court fails to ensure the proper number of training hours per employee, the Court could lose its funding which would mean a loss of about \$46,000 to the City.

Clerical positions and a few other positions are not eligible for State funds and need to be included in specialized "in-house" training programs.

RECOMMENDATION

A training program needs to be developed that will address the needs of new employees and those not eligible to receive State funds. The appointment of an employee training committee should be accomplished as soon as possible to enhance the process.

The two greatest needs for the training program is for a full time clerical position to assist the Training Officer and for adequate training facilities. There is also a pressing need for training equipment including audio-visual equipment and supplies.

12. EMERGENCY PROCEDURES/COURT SECURITY

Staff commented that there are no procedures to be followed in the event of an emergency (i.e. hostage situation, mass arrest, fire, bomb threat, etc.) nor is there any training to cover these situations.

During the course of the interviews, it was also found that movement throughout the building was so easy that it could constitute a serious security risk to juveniles, their families, the public and Court staff.

RECOMMENDATION

Immediate steps must be taken to develop emergency plans for the conditions mentioned above. In addition, appropriate training should be provided for all employees.

The Court administrator should appoint a committee to work with representatives of the police department to develop an appropriate security plan for the Court facilities.

13. COURT/DSS LIAISON POSITION-WASTED EFFORT

In a time of limited resources, it is a serious problem when an employee acknowledges that his job is a waste of time and tax dollars, but in fact that is how this person feels about his position. On the basis of the interview, it appears clear that this is not only an honest employee, but one who is correct in his impression.

RECOMMENDATION

The Court/DSS Liaison position should either be transferred to a clerical function or deleted completely. There is no justification for the continued expense of this professional position. The probation officer position should be transferred to one of the other units and given other probation officer responsibilities.

14. B-1 PROGRAM: "SHOCK PROBATION?"

Juvenile Hall operates a program under County Placement known as "B-1." This program is designed for younger youth who can benefit from a 60 to 90 day residential program. Staff stated that the program is currently undergoing revision since too many older youth have been admitted into the program. The use of such programs in detention facilities is a questionable practice at best.

RECOMMENDATION

The use of detention as a post-dispositional alternative has been considered a questionable practice by all the national standard setting agencies. Since the San Francisco Juvenile Court does not have a formal classification system and has no community based, Court operated group homes, the continued use of B-1 as a dispositional alternative should be postponed for further study.

Group homes and intensive probation programs should be established before a post-dispositional detention program is developed further.

15. PRIVATE PLACEMENT: ARE THERE TOO MANY?

The use of out-of-home placement, especially to private institutions, was questioned by several staff who believe too many juveniles are removed from their own home. While the Placement Advisory Committee was seen as being a helpful resource, it was stated that if they could be given background information on each case, in advance, the meeting could be even more beneficial.

RECOMMENDATION

Serious question needs to be raised regarding the use of out-of-home placement. With the use of a formal classification system, the need for out-of-home placement can be documented better, hopefully reducing the cost of these expensive alternatives.

The Placement Advisory Committee should be given background information on cases to be discussed at least 72 hours before the Placement Advisory Committee meeting.

16. HOME DETENTION/COMMUNITY SERVICES

The Court's Home Detention program depends on one staff member who is also responsible for community service assignments. This individual is highly respected by staff for his outstanding efforts, but question must be raised as to how well a person can do this job given the extremely heavy workload.

California law says home detention staff caseloads should not exceed 10, however, the worker and two students handle 15 to 17 cases daily. Cases remain under supervision for 15 judicial days. Supervision consists of 2 - 3 contacts per week, one of which is by phone.

With respect to community services, this worker coordinates work sites and maintains the books on hours worked. It is estimated that 78% of the hours ordered are successfully finished.

RECOMMENDATION

The Home Detention program needs to be expanded by three to five additional staff. In nationally recognized home detention programs, workers carry a maximum of five cases and see their young clients one to three times per day. Given the workload size of the existing program and the additional

duties of community service, the need for more staff can be easily documented.

The community service program also deserves the attention of a full time staff. Given the heavy use of community service, a full time person in this area would enhance the program.

NEEDS ASSESSMENT NEEDED

Currently, there is no planned effort to annually assess the needs of juveniles on probation. Given the wide range of cases petitioned into Court, a regular needs assessment is in order.

RECOMMENDATION

An annual needs assessment should be conducted by Probation Services.

SUMMARY

While the San Francisco Juvenile Court Probation Services have some obvious problems, the future and possibility of positive change is good. It is essential that both administration and staff set aside their differences and work toward a common goal. The mistrust of administration by staff which has been a growing problem for years prevents staff from giving their full time to their jobs and the young people they serve. The administration also needs to do more to involve employees in the day to day operations of the Court. A team spirit needs to be established as the number one priority of the Court, without it other priorities will have difficulty being realized.

E - STATISTICAL SURVEY INSTRUMENTS



Referral Survey
Questionnaire

SAN FRANCISCO JUVENILE REFERRAL SURVEY

T	O	G	B	I	S	P	C	W	-		
										PARENT AND JUVENILE INITIALS	
										JUVENILE'S LEGAL RESIDENCE (1) San Francisco (2) elsewhere in state (3) out of state	
										SEX (1) male (2) female	
										BIRTHDATE <u>MO DA YE</u>	
										REFERRED DATE <u>MO DA YE</u>	
										REFERRED TIME (in twenty-four hour clock)	
										METHOD OF REFERRAL (1) booking (2) nonbooking	
										PARENT/GUARDIAN ASKED TO PROVIDE SUPERVISION (0) unable to contact (1) contacted and willing to supervise (2) contacted but not willing to supervise (3) contacted but not asked to supervise	
										MOST SERIOUS OFFENSE CHARGED (use offense code numbers)	
										JUVENILE DOCUMENT AT INTAKE (1) passive/cooperative (2) violent/aggressive	
										JUVENILE CURRENTLY AWAITING COURT APPEARANCE FOR PREVIOUS OFFENSE (0) no (if yes, use offense code number)	
										JUVENILE ON PROBATION FOR PREVIOUS OFFENSE (0) no (if yes, use offense code number)	
										JUVENILE ON PAROLE (0) no (if yes, use offense code number)	
										JUVENILE AMOL (0) no (1) yes---CCW (2) yes---CDP (3) yes---other	
										JUVENILE HAS OUT-OF-COUNTY/OUT-OF-STATE WARRANT (0) no (1) yes	
										JUVENILE HAS SEARCH WARRANT FOR FAILURE-TO-APPEAR AT COURT HEARING (0) no (1) yes	
										NUMBER OF TIMES JUVENILE HAS BEEN BOOKED IN PAST TWELVE MONTHS (list 0 if now)	
										OTHER CHARGES PREVIOUSLY SUSTAINED (0) no (if yes, list code number of most serious offense)	
										REFERRING AGENCY: (1) SFPD (2) PO (3) Other	
										ACTUAL PLACEMENT (1) release (2) juvenile hall	
										PREFERRED PLACEMENT (1) release with no further action (2) conditional release (3) home detention (4) TCC secure (5) TCC unsecure (6) detoxification unit (7) emergency foster care (8) emergency shelter care (9) psychiatric/hospital unit (10) other (use reverse)	
										DATE OF ADMISSION TO JUVENILE HALL	
										TIME OF ADMISSION TO JUVENILE HALL	
										DATE OF RELEASE FROM JUVENILE HALL	
										TIME OF RELEASE FROM JUVENILE HALL	
										REASON FOR RELEASE (0) not yet released (1) parents located (2) investigation disclosed no supporting evidence (3) considered at risk pending further action (4) other (use reverse)	
RESPONDENT'S INITIALS											

SAN FRANCISCO JUVENILE REFERRAL SURVEY

General Directions: Please refer to these instructions for assistance in responding to the San Francisco Juvenile Referral Survey.

The questionnaire is being used to gather information relevant to facility planning, population descriptions, and intake criteria assessments. The questionnaire is designed to provide responses for several referrals, each on a different line. For every booking, cite, or "transfer-in," one entire line on the form should be filled out. Please do not leave any blank responses. Instead, if the answer to an item is not known, simply write "NA" to indicate "unknown." If the answer is not applicable for the case, write "NA" in the appropriate location. (Example: "cite cases" which were not detained should have "NA" written in the day/time of admission/release items.)

If you need any help, contact Judy Hogan (x 389). Thanks very much for your assistance.

Survey Period: The survey is designed to capture information on all referrals for seven (7) weeks. Please begin at 12:00 a.m. December 3, and conclude at 12:00 a.m. January 17.

Item Instructions:

QUESTIONNAIRE RESPONDENT. Write initials of Probation Officer filling out questionnaire.

PPF AND JUVENILE INITIALS. Provide the PPF assigned to the youth and the initials of the juvenile.

JUVENILE'S LEGAL RESIDENCE. Provide appropriate response.

SEX. Provide appropriate response.

BIRTHDATE. Provide appropriate response.

REFERRAL DATE. For bookings, provide the date and the time of the booking. For nonbooking situations (e.g., cite cases), provide the date of contact, not the date of the original cite.

REFERRAL TIME. For bookings, provide the date and the time of the booking. For nonbooking situations (e.g., cite cases), provide the date of contact, not the date of the original cite.

METHOD OF REFERRAL. Provide appropriate response. "Nonbooking" includes cites, transfer-ins, etc.

PARENT/GUARDIAN ASKED TO PROVIDE SUPERVISION. Provide appropriate response.

MOST SERIOUS OFFENSE CHARGED. Indicate the single most serious offense charged. Please do not write out the offense; instead fill in the standardized offense code.

JUVENILE GUARDED AT INTAKE. Provide appropriate response.

JUVENILE CURRENTLY AWAITS COURT APPEARANCE FOR PREVIOUS OFFENSE. Provide appropriate response.

JUVENILE ON PROBATION FOR PREVIOUS OFFENSE. Provide appropriate response.

JUVENILE CURRENTLY ON PAROLE. Provide appropriate response.

JUVENILE AWOL. Provide appropriate response.

JUVENILE HAS OUT-OF-COUNTY/OUT-OF-STATE WARRANT. Provide appropriate response.

JUVENILE HAS BENCH WARRANT FOR FAILURE-TO-APPEAR AT COURT HEARING. Provide appropriate response.

NUMBER OF TIMES JUVENILE HAS BEEN BOOKED IN PAST TWELVE MONTHS. Provide appropriate response.

OTHER CHARGES PREVIOUSLY DETERMINED. Provide appropriate response.

REFERRING AGENCY. Provide appropriate response.

ACTUAL PLACEMENT. Indicate where juvenile was booked into Juvenile Hall or released to parents/guardians.

PREFERRED PLACEMENT. Indicate where the juvenile would be placed if you had the opportunity to take such a placement--regardless of whether the setting actually exists. The various options are described as follows: (1) release to parent/guardian with no formal or informal constraints; (2) release to parent/guardian with supervision; (3) youths who are otherwise candidates for secure detention are closely supervised in their own home; (4) supervised out-of-home settings for alcohol/drug intoxicated youths; (5) placement in a home other than the youth's own; (6) preadjudicatory detention in a small community residential setting; (7) placement in a facility designed to meet mental or physical health needs of youths; (8) list on back of questionnaire.

DATE OF ADMISSION TO JUVENILE HALL. Write in appropriate response. For youths not placed in Juvenile Hall, write "NA." For youths held but not released before their detention hearing, write "NA" in the release date and time.

TIME OF ADMISSION TO JUVENILE HALL. Write in appropriate response. For youths not placed in Juvenile Hall, write "NA." For youths held but not released before their detention hearing, write "NA" in the release date and time.

DATE OF RELEASE FROM JUVENILE HALL. Write in appropriate response. For youths not placed in Juvenile Hall, write "NA." For youths held but not released before their detention hearing, write "NA" in the release date and time.

MAIN REASON FOR RELEASE. Provide appropriate response. Use the space provided on the back of the questionnaire if necessary.

USE THIS SPACE TO
INDICATE RESPONSES LISTED AS
"OTHER"

OTHER PREFERRED PLACEMENT

- 1 _____
- 2 _____
- 3 _____
- 4 _____
- 5 _____
- 6 _____
- 7 _____
- 8 _____
- 9 _____
- 10 _____
- 11 _____

OTHER MAIN REASON FOR RELEASE

- 1 _____
- 2 _____
- 3 _____
- 4 _____
- 5 _____
- 6 _____
- 7 _____
- 8 _____
- 9 _____
- 10 _____
- 11 _____

OTHER REFERRING AGENCY

- 1 _____
- 2 _____
- 3 _____
- 4 _____
- 5 _____
- 6 _____
- 7 _____
- 8 _____
- 9 _____
- 10 _____
- 11 _____
- 12 _____

**Casefile Survey
Questionnaire**

SAN FRANCISCO
CASE FILE SURVEY QUESTIONNAIRE

(1) PFN: _____

(2) SEX: Male _____ Female _____

(3) (THIS ITEM HAS BEEN OMITTED.)

(4) AGE AT DISPOSITION: _____

(5) RACE: White _____ Black _____ Hispanic _____ Chinese _____
Japanese _____ American Indian _____ Filipino _____
Samoan _____ Korean _____ Vietnamese _____
Asian Indian _____ Other _____ Unknown _____

(6) DISPOSITION DATE: ____ / ____ / ____ (from selected case)

(7) OFFENSES CHARGED: _____

(8) DISPOSITION: _____

(9) LENGTH OF COMMITMENT (if any): _____ months

(10) THIS CASE CURRENTLY CLOSED: Yes _____ No _____

(11) BEHAVIOR AT YGC:

- ____ No problems
- ____ Minor discipline problems indicated
- ____ Major discipline problems indicated
- ____ Other: _____

- ____ Not indicated/unknown
- ____ Not applicable (juvenile never detained at YGC)

(12) PRIOR CRIMINAL BEHAVIOR:

- No prior arrests
- Prior arrest record, no formal sanctions
- Prior arrest record, voluntary probation
- Prior delinquency charges sustained;
Indicate most serious: _____
- Approximate number of additional instances of charges sustained _____
(Check here if unknown or not-applicable _____)
- None of the above, but activity noted (explain)

- Not indicated/unknown

(13A) PRIOR INSTITUTIONAL COMMITMENTS OR PLACEMENTS OF LESS THAN 30 DAYS:

Number _____ Unknown _____
Settings _____

(13B) PRIOR INSTITUTIONAL COMMITMENTS OR PLACEMENTS OF 30 DAYS OR MORE:

Number _____ Unknown _____
Settings _____

(14) JUVENILE HAS RECORD OF PRIOR FAILURES TO APPEAR IN JUVENILE COURT:

- Yes
- No, despite prior court activity
- Not indicated/unknown
- Not applicable/no prior court activity

If yes, indicate offense _____

(15) JUVENILE ATTITUDE TOWARD OFFENSE:

- Expressed regret/remorse
- Difficult to determine attitude
- Expressed no regret or remorse
- Other _____
- Not indicated/unknown

(16) DRUG/CHEMICAL ABUSE:

- No known use or no interference with functions
- Some disruption of functioning (for how long, if indicated? _____)
- Chronic abuse or neglect (for how long, if indicated? _____)
- Other circumstances _____
- Not indicated/unknown

(17) ALCOHOL ABUSE:

- No known use or no interference with functioning
- Occasional abuse, some disruption of functioning
(for how long, If Indicated? _____)
- Chronic abuse, serious disruption of functioning
(for how long, If Indicated? _____)
- Other circumstances _____
- Not indicated/unknown

(18) PARENTAL/GUARDIAN CONTROL:

- Generally effective
- Inconsistent and/or ineffective
- Little or none
- Not indicated/unknown

(19) PARENTAL/GUARDIAN SUPPORT OF MINOR:

- Supportive
- Support unclear
- Nonsupportive/hostile
- Not indicated/unknown

(20) PARENTAL/GUARDIAN SUPPORT OF COURT/PROBATION:

- Supportive
- Support unclear
- Nonsupportive/hostile
- Not indicated/unknown

(21) OTHER HOUSEHOLD SITUATION (Check all that apply):

- Siblings (number older: _____; number younger: _____)
- Other family members
- Other borders
- Other _____
- Not indicated/unknown

(22) SUPERVISION SITUATION:

- Under care of both parents/juvenile lives with both parents
- Under care of father
- Under care of mother
- Under care of legal guardian
- Other _____
- Not indicated/unknown

(23) PEER RELATIONSHIPS:

- Good support and Influence
- Variety of influences among peer group
- Negative influences, companion involved in delinquent behavior
- Gang member
- Exhibits essential loner behavior
- Other _____
- Not indicated/unknown

(24) VIOLENT OR ANTI-SOCIAL BEHAVIOR NOT RESULTING IN COURT INVOLVEMENT:

- No problems of consequence
- History of violence
- History of anti-social behavior
- Other _____
- Not applicable
- Not indicated/unknown

(25) SCHOOL DISCIPLINARY SITUATION:

- Attending, graduated, GED equivalence
- Problems handled at school level
- Slight/moderate truancy or behavioral problems
- Severe truancy or behavioral problems
- Not attending/expelled
- No behavioral problems, however achievement/grade problems exist
- Other _____
- Not indicated/unknown

(26) SCHOOL ACADEMIC ACHIEVEMENT (check all that apply):

- Graduated, GED equivalence
- Progressing normally/achieving adequate grades
- Poor grades/history of non-advancement to next level
- Enrolled currently in special education program
- Enrolled previously in special education program
- Question does not apply/Juvenile not enrolled
- Other _____
- Not indicated/unknown

(27) RESPONSE TO PRIOR COURT SUPERVISION REQUIREMENTS:

- No problems of consequence
- Moderate compliance problems (e.g. missed appointments, some resistance to authority)
- Major compliance problems, totally uncooperative
- Met supervision requirements, but rearrested (see next item)
- Other _____
- Not indicated/unknown

(28) REARREST ACTIVITIES DURING SUPERVISION PERIOD:

(29) EMPLOYMENT:

- Currently employed
 - Currently employed but poor work habits indicated
 - Not employed
 - Other _____
 - Not Indicated/unknown

(30) OTHER PROFESSIONAL INVOLVEMENT:

<u>Current</u>	<u>Prior</u>	<u>One-word Description</u>	<u>Apparently Effective</u>		
			<u>Yes</u>	<u>No</u>	<u>Unknown</u>
Therapy	—	—————	—	—	—
Social Work	—	—————	—	—	—
Hospital Stay	—	—————	—	—	—
Other	—	—————	—	—	—
(list below)	—	—————	—	—	—
Other _____	_____	—————	—	—	—
Not Indicated/unknown	_____	—————	—	—	—

(31) PRIOR USE OF COMMUNITY RESOURCES/TREATMENT PROGRAMS:

- Not needed
Productively utilized (briefly describe program/resource) _____

— Needed but not available _____
Utilized but not beneficial _____
Needed and available but rejected _____
Other _____
Not Indicated/unknown _____

(32) HEALTH AND HYGIENE (check all that apply):

- Minor medical or dental attention required
 - Serious medical or dental attention required
 - Needs health or hygiene education
 - Handicap or illness limits functioning
 - Other _____
 - Not Indicated/unknown

(33) MENTAL HEALTH PROBLEMS NOTED:

(34) YOUR NAME HERE: _____

(35) TODAY'S DATE: _____

(36) WAS ANOTHER PETITION FILED AFTER THIS DISPOSITION:

- Yes, 601
 - Yes, 602
 - Yes, 777
 - No
 - Not Indicated/unknown

**Please attach this to folder.
Thank you.**

**Employee Survey
Questionnaire**

JEFFERSON ASSOCIATES INCORPORATED

Urban Planners.
Engineers & Architects

683 McAllister Street
San Francisco, California 94102
415 / 931-3001

San Francisco | Oakland | Houston

EMPLOYEE ATTITUDE SURVEY

This questionnaire is being used as part of the San Francisco Probation Department/Youth Guidance Center facility-operations study.

Please complete this questionnaire describing how you feel about such things as programs, working conditions, rules relating to youths, staff training, supervision and operations in general. Your frank responses are most earnestly requested, since your knowledge and opinions are an important part of the information needed for the study, resulting in problem identification and resolution.

The term "facility" in various questions means either Juvenile Hall or Log Cabin Ranch. "Program" means the Probation Division. Your response should be based on where you work, except where questions pertain specifically to Juvenile Hall and/or Log Cabin Ranch, wherein probation staff would answer from an outside perspective.

Not all questions in this survey pertain to probation services; however, probation personnel are encouraged to answer these questions, as their responses may be helpful regarding Juvenile Hall. However, most questions apply to both institutional and probation services.

All staff are assured that their answers will be confidential. No individual participating in this survey can be identified. Individual responses will not be available to anyone. They will be used only for developing group tabulations. Do NOT sign your name anywhere.

Since the survey attempts to get your personal opinion, it is important that you not discuss this questionnaire with your fellow employees until after you and they have answered the questions.

Before beginning to answer any questions, please read the instructions preceding each part carefully. Thanks for your cooperation.

Joseph R. Rowan
Consultant

1. Please turn to page 16 and indicate your job class title.
2. Do you hold another job in addition to the one here in this agency/facility?
(PLEASE CIRCLE APPROPRIATE NUMBER)
 1. Yes (If "yes," why?)
 2. No

NOTE: QUESTIONS ARE ON BOTH SIDES OF EACH SHEET.

PART I

INSTRUCTIONS: (Please read and follow carefully.)

This part of the questionnaire contains a list of questions and several possible answers to each question. For each question, circle the number immediately preceding the answer or answers which you feel best describe your response to the question. It may be possible that you will want to use more than one answer. In that case, CIRCLE AS MANY NUMBERS PRECEDING THE ANSWER AS APPLY. Read each question carefully and be sure to answer each one.

1. For my job to become more satisfying to me; there should be:

1. Higher starting salaries
2. Regular salary increases
3. Better working hours
4. More in-service training
5. More staff-youth contact
6. More staff
7. Better supervision of my work
8. Elimination of cliques and favoritism
9. Better communications
10. Less political intervention
11. More or better equipment
12. Greater staff participation in program planning and youth treatment
13. Other (specify): _____

2. My major problems on the job are:

1. Maintenance of discipline
2. Making decisions
3. Staff turn-over
4. Lack of facilities and equipment
5. Do not know youths well enough
6. Relationships with supervisor
7. Too many youth to work with
8. Other (specify): _____

3. Why did you come to work in this facility or program?

1. I was employed but wanted to change jobs because I like working with youth
2. I was unemployed and needed work
3. I completed my academic work and was seeking employment
4. For job security
5. Relatives influenced me
6. Other (specify): _____

4. Support for our facility or program by central office/top administration is:

1. Above average
2. Average
3. Below average

5. Central office interference with the operation of our facility or program is:

1. Non-existent
2. Moderate
3. Extensive

6. Communication within our facility or program:

1. Is rapid and accurate
2. Is rapid and inaccurate
3. Is slow and accurate
4. Is slow and inaccurate
5. Is inconsistent
6. Other (specify): _____

7. In your opinion, how is your facility or program run?

1. Youth have too much to say
2. Too much "iron hand" by staff
3. Too much "iron hand" by administration
4. Too much interference by central office
5. Lax and inconsistent policy
6. Firm and fair policy
7. Other (specify): _____

8. For a job like mine to attract competent personnel there should be:

1. Higher starting salaries
2. Regular salary increases
3. Better working hours
4. More in-service training
5. More staff-youth contact
6. More staff
7. Better supervision of my work
8. Elimination of cliques and favoritism
9. Better communications
10. Less political intervention
11. More or better equipment
12. Greater staff participation in program planning and youth treatment
13. Other (specify): _____

9. On a rating scale descending from 10 (outstanding) to 1, the following personnel are performing their jobs as follows:

1. _____ Juvenile Hall personnel
2. _____ Probation personnel
3. _____ Log Cabin Ranch personnel

10. Communication between Juvenile Hall and Probation staff:

1. Is rapid and accurate
2. Is rapid and inaccurate
3. Is slow and accurate
4. Is slow and inaccurate
5. Is inconsistent
6. Other (specify): _____

11. Communication between Juvenile Hall and Log Cabin Ranch staff:

1. Is rapid and accurate
2. Is rapid and inaccurate
3. Is slow and accurate
4. Is slow and inaccurate
5. Is inconsistent
6. Other (specify): _____

12. Communication between Probation and Log Cabin Ranch staff:

1. Is rapid and accurate
2. Is rapid and inaccurate
3. Is slow and accurate
4. Is slow and inaccurate
5. Is inconsistent
6. Other (specify): _____

13. The reasons why most employees leave their jobs in this facility or program are:

1. For better paying jobs
2. Prefer not to work here
3. Poor working conditions (poor working relationships, low morale, etc.)
4. Working with youth is too difficult
5. Previous training not related to job
6. Too little involvement with youth
7. Lack of support by central office for our facility
8. Too much interference by central office regarding our facility or program
9. Other (specify): _____

14. Listed below are the various services in the San Francisco Juvenile Probation Department. Using the following designations, place the number of the response which best fits your estimate in the space preceding each service.

1. Very high morale
2. Above average morale
3. Average morale
4. Below average morale
5. Very low morale

_____ Juvenile Hall
_____ Probation
_____ Log Cabin Ranch

- Administrative
- Business and clerical
- Professional treatment
- Custody or group living (houseparent/child care worker/group leader)
- Building and maintenance
- Academic-educational
- Vocational-educational
- Food
- Youth

PART IIINSTRUCTIONS: (Please read and follow carefully.)

This part of the questionnaire contains a list of questions for which you CHOOSE ONLY ONE ANSWER. CIRCLE THE CORRECT NUMBER.

15. In your opinion, what is the main purpose of institutions?

1. Protect the community by removal of the youth from the community
2. Punish youth for offenses which they have committed.
3. Help make youth better citizens, thereby protecting the community
4. Other (specify): _____

16. Discipline of youths for minor infractions of rules in institutions should be handled:

1. Individually by group living staff
2. By an institutional disciplinary board
3. Individually by an administrative staff member
4. By a youth disciplinary council
5. By an outside board not associated with institution
6. By the ombudsman
7. By other staff (who?) _____
8. Classification team

17. Discipline of youths for serious infractions of rules in institutions should be handled:

1. Individually by group living staff
2. By an institutional disciplinary board
3. Individually by an administrative staff member
4. By a youth disciplinary council
5. By an outside board not associated with institution
6. By the ombudsman
7. By other staff (who?) _____
8. Classification team

18. The best way for youth to participate is to:
1. Give them direct orders and see that they obey without argument
 2. Explain reasons for request, respect their opinion, provide leadership and explain compliance
 3. Use youth to carry out program: put them on their own
 4. Let them choose
 5. Other (specify): _____
19. What is the condition of most youths upon release from this facility or program?
1. Better than when admitted
 2. About the same as when admitted
 3. Worse than when admitted
 4. Other (specify): _____
20. How would you handle (or like to see handled) the situation if you discovered an older "repeater" being the aggressor in a homosexual act on a young, newly committed youth?
1. Would rough him up
 2. Put him in isolation
 3. Let the other youths know - i.e., "put out the word"
 4. Would warn both of them, particularly the older youth, routinely report the incident and recommend that they not be allowed to associate with each other again
 5. Would "break it up", probably remove both from the scene and encourage the proper staff people to determine what was best for both youths (whether isolation for one, both or none; a change of rooms or jobs; counseling; etc.)
 6. Write him up
 7. Other (specify): _____
21. What do you think makes the average youth come into the system?
1. He "asked for it"
 2. He is a victim of society
 3. His background mainly
 4. He got caught
 5. He is sick or crazy
 6. A way of life - a "profession"
 7. Other (specify): _____
22. I have been working on my present job for:
1. Less than six months
 2. Six months but less than one year

3. One year but less than two years
4. Two years but less than five years
5. Five years but less than 10 years
6. Ten years and over

23. I have been working in this facility or program for:

1. Less than six months
2. Six months but less than one year
3. One year but less than two years
4. Two years but less than five years
5. Five years but less than 10 years
6. Ten years and over

24. I have worked elsewhere in the agency for the following period of time
(excluding time counted in Question 23 above):

1. Have not worked in another part of agency
2. Less than six months
3. Six months but less than one year
4. One year but less than two years
5. Two years but less than five years
6. Five years but less than 10 years
7. Ten years and over

25. How should a youth be handled who "blew up" in the kitchen and dumped part of today's meal on the floor?

1. Punished routinely for not behaving, most likely by isolation
2. Reasons why should be determined and action taken should be appropriate for both control and treatment
3. Be "bawled out" in front of the other youths
4. Routine disciplinary action
5. Other (specify): _____

26. Which one of the following best describes decision making in this facility or program?

1. All significant decisions are made at or very near the top of administration
2. All significant decisions are made in central office
3. Loose or unclear policy leaves staff relatively on their own in making any significant decisions
4. Guidelines for decision-making at any level are defined through the process of training and supervision
5. There is no orderly process for decision-making
6. Other (specify): _____

27. What do you see as your main job here in the facility or program?

1. Helping maintain custody and control
2. Helping youths better themselves, whether by counseling, encouragement, teaching, etc.
3. Helping make the experience one they won't want to repeat - "make it rough on them"
4. Carrying out orders of administration
5. Other (specify): _____

28. How do other staff, doing different work, generally look upon you (whether rightly or wrongly)?

1. As a helping person, an important part of the total treatment program
2. As "a guard" or "merely a keeper"
3. An "a gooder"
4. As a disciplinarian
5. As filling just another job
6. Other (specify): _____

29. To what extent should youths be involved in shaping policies which govern operations in this facility or program?

1. A youth advisory council or committee is a must
2. There should be no participation by the youths
3. Ideas, complaints, etc., should be heard individually by staff and referred to appropriate staff
4. Other (specify): _____

30. Treatment in Juvenile Hall is the primary responsibility of:

1. Senior Counselor
2. Counselor
3. Counselor II
4. Secretarial
5. Food Service
6. Crafts/Miscellaneous (Engineer, Maintenance, Laundry, Sewing, Porters, Custodian)
7. Supervising Counselor, Juvenile Court
8. Miscellaneous (Director, Assistant Director, Recreation Director)
9. Educational Staff
10. Medical/Mental Health Staff
11. All staff

31. What percent of the youths here do you feel could be handled in the community (under aftercare, in halfway houses, etc.) just as well as here because they really are not dangerous and they don't need institutionalization?

1. None
2. 10-20%
3. 21-40%
4. Over 40%

32. How much physical punishment - slapping, kicking, or hitting - of youth by staff do you know exists in: (Insert appropriate number before facility.)

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

33. How much physical punishment - slapping, kicking, or hitting - of youth by staff do you think exists in: (Insert appropriate number before facility.)

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

34. How much verbal abuse (name calling, derogatory remarks, etc.) of youth by staff are you aware of? (Insert appropriate number.)

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

35. How much, if any, physical punishment - slapping, kicking or hitting - of youths by other youths do you know exists in:

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

36. How much, if any, physical punishment - slapping, kicking or hitting - of youths by other youths do you think exists in:

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

37. How much verbal abuse (name calling, swearing, derogatory remarks, etc.) of youths by other youths are you aware of?

- | | |
|-----------------------|---|
| 1. None | <input type="text"/> A. Juvenile Hall |
| 2. Very little | <input type="text"/> B. Log Cabin Ranch |
| 3. More than a little | |
| 4. A great amount | |

38. How much is isolation or segregation used for disciplinary purposes?
1. None
 2. Very little
 3. More than a little
 4. A great amount
39. How many, if any, youths committed to Juvenile Hall during the past year need not have been committed, as other alternatives would have been better?
1. None
 2. State number: _____
40. How many youths committed to the Log Cabin Ranch during the past year did not need residential care?
1. None
 2. State number: _____
41. Do you feel that there should be a citizens' advisory committee appointed to monitor operations at San Francisco Youth Guidance Center, one which is not appointed by government?
1. Yes
 2. No
42. If "yes" to Question 41, describe how this committee should be appointed, operate, etc.
43. If "yes" to Question 41, what would the committee do?
1. Monitor operations
 2. Research/Surveys
 3. Advise Court/Department
 4. Public information/education
 5. All of the above

answers which most closely describe your feelings about each statement. ENTER THE LETTER REPRESENTING YOUR ANSWER IN THE SPACE PRECEDING EACH QUESTION.

- A. Definitely Agree - if you definitely agree with the statement
- B. Inclined to Agree - if you are not definite, but think that the statement tends to express how you feel about the matter
- C. Inclined to Disagree - if you are not definite, but think that the statement does not tend to express how you feel about the matter
- D. Definitely Disagree - if your statement definitely does not express how you feel about the matter

There are no "right" or "wrong" answers. The answer which is sought is the one that most adequately reflects your response to each statement.

44. _____ A youth's race makes no difference here as far as staff handling is concerned
45. _____ I like to be identified in the community as an employee in this facility or program
46. _____ Our work runs smoothly
47. _____ Administration in our division likes to get our ideas
48. _____ Staff should show as much respect toward youths as they do toward one another
49. _____ Too many of our staff think like a lot of citizens - "get tough with them"
50. _____ My job pays about what it should compared with other jobs in this facility or program
51. _____ Some employees in my group do not carry their fair share of the work load
52. _____ It takes "pull" to get ahead here
53. _____ Considering everything, my immediate superior is doing a good job
54. _____ When administration here talks or writes to employees about policy and procedures, they usually sidestep or evade the things which seem to bother us most
55. _____ Policies and procedures are changed too often
56. _____ Our union is doing a good job in representing us
57. _____ People get along well with each other in my career service classification
58. _____ My immediate superior gives credit when credit is due

- A. Definitely Agree
- B. Inclined to Agree
- C. Inclined to Disagree
- D. Definitely Disagree

59. In the handling of discipline, cultural differences should be taken into consideration
60. Administration in our division tries to build team spirit
61. I get more information from my superiors than from the "grapevine"
62. Some staff side with other employees in opposing division administration
63. The in-service training program is fairly well developed and very effective
64. The program here keeps all youths fairly well occupied
65. Youths generally can be relied upon to be as honest as staff about conditions which surround them in institutions
66. The staff here is generally all working together as one
67. We are too custody or "lockup" minded here
68. It is not hard to get administration to recognize employees' problems
69. When I have a problem I feel free to talk it over with my immediate superior
70. I am told beforehand of changes that affect my work
71. I am satisfied with the amount of information we get about policies and decisions that affect us
72. Employees in other groups who work with us are cooperative
73. Hispanic youths are treated as well as white youths
74. There usually seem to be good reasons when changes are made here
75. I may not always like what administration does, but I feel they are trying to be fair
76. Not enough importance is given to ability in upgrading and promotions
77. I am told fully and frankly how well I perform my job
78. Staff meetings are generally a good source of information
79. No staff do things here in the facility or program which are violations of the law

- A. Definitely Agree
- B. Inclined to Agree
- C. Inclined to Disagree
- D. Definitely Disagree

80. I enjoy working here
81. This facility or program has good community support
82. This facility or program has good central office support
83. This facility or program has good statewide support
84. We make full use of community resources
85. I am satisfied with the pay I get
86. I am treated as an individual rather than "just another employee"
87. Administration in our division is looking out for our interests
88. My immediate superior gives clear instructions and explanations
89. My duties and responsibilities are clearly defined
90. Staff should expect to get only as much respect as they have earned
91. Efforts have been brought about to develop cost consciousness on the part of employees, and we are aware of the cost of materials and the treatment program here
92. This facility or program has established good standards for work performance
93. There is no favoritism shown in such things as delegating authority, making appointments, etc.
94. Hiring techniques can be improved so that fewer errors are made in selecting employees
95. The best way to control a crowd or group of youths is to move on them hard and fast
96. Homosexual practices are kept under good control
97. Thefts of institutional or program office property by employees are nonexistent
98. Regarding equipment and facilities, the major emphasis by staff is on preventive maintenance programs rather than just on emergency repairs
99. Employees are "introduced" to the job rather than being "thrown into" it

- A. Definitely Agree
B. Inclined to Agree
C. Inclined to Disagree
D. Definitely Disagree

100. My superior follows through on problems I present
101. Some staff set a poor example for youth
102. Staff are consistent in following established rules and regulations in making decisions
103. Youths are kept here too long in the facility or program before transfer or release
104. We need to tell more of our story to the public in order to get better support
105. My immediate superior has trouble making decisions
106. I get a great deal of satisfaction from my work because my job involves work with well qualified associates
107. My work is satisfying because it means being connected with a successful operation
108. I feel youths here would have good suggestions for improving this institution
109. There are too many unexpected situations and emergencies which keep us from doing a good job
110. There is always an effective follow-up to determine how well our performance on the job meets established standards
111. Proper corrective action is usually taken when job performance is not "up to par"
112. I am satisfied with my chances of being promoted in the future
113. My immediate superior helps me make the best use of my abilities and experience
114. There is considerable need for more teamwork in our work group
115. Hispanic youths are treated fairly, like white youths, in our facility or program
116. Too many projects or programs are started but never followed through
117. Decision making where I work on the whole represents sound judgment, even though calculated risks are taken
118. Many staff people here seem to get an unusual amount of satisfaction from having power over people

- A. Definitely Agree
- B. Inclined to Agree
- C. Inclined to Disagree
- D. Definitely Disagree

119. _____ This institution provides adequate separation and protection of youths on the basis of sophistication and other factors which, if not considered, could produce negative results
120. _____ Black youths are treated as well as white youths
121. _____ Actual homosexuality at this institution is a serious problem
122. _____ Youths can be released from the facility or program earlier without negative effects
123. _____ Blacks are to be feared more than whites
124. _____ The disciplinary, detention, isolation or segregation unit is not used enough
125. _____ If a takeover of the facility or part of it is started by youths, talking or reasoning with them should be out of the question
126. _____ If a youth swears at you, it should automatically call for disciplinary action
127. _____ The physical plant here is adequate
128. _____ Materials and equipment are utilized efficiently here

PART IV

1. Problems which exist here that are not covered in this questionnaire are:
(Please list)

2. Problems which exist in the total juvenile justice system which adversely affect this facility or program are: (Please list)

JOB CLASS TITLES

San Francisco Juvenile Probation Department

(Please circle appropriate number in front of your job class title.)*

1. Juvenile Hall

1. Senior Counselor
2. Counselor
3. Counselor II
4. Secretarial
5. Food Service
6. Crafts/Miscellaneous (Engineer, Maintenance, Laundry, Sewing, Porters, Custodian)
7. Supervising Counselor, Juvenile Court
8. Miscellaneous (Director, Assistant Director, Recreation Director)
9. Educational Staff
10. Medical/Mental Health Staff

2. Probation

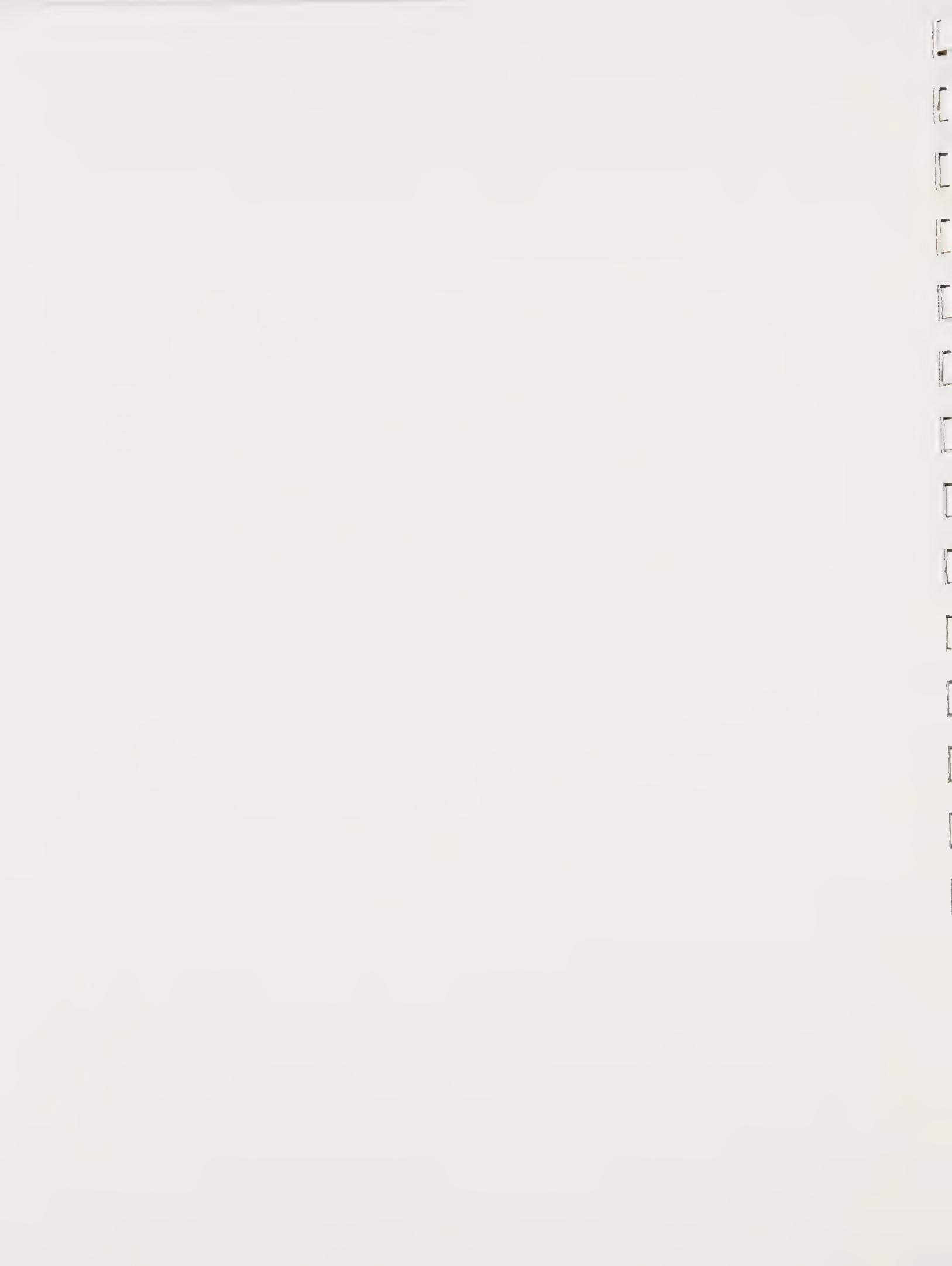
1. Supervising P.O.
2. Senior P.O.
3. Probation officer
4. Administration (Chief P.O., Assistant Chief P.O., Sr. Supervising P.O.)
5. Senior clerk typist
6. Clerk Typist
7. Transcribing Typist
8. Miscellaneous (all others)

3. Log Cabin Ranch

1. Counselor
2. All other staff

* If you are uncertain about the class title of your job, print the title on the line immediately above. If a job class title or work group contains less than five employees, they will be placed in a "miscellaneous" category.

F - PLANNING STANDARDS



CALIFORNIA YOUTH AUTHORITY - STANDARDS

CALIFORNIA ADMINISTRATIVE CODE, TITLE 15 DIVISION 4, CHAPTER 2 SUBCHAPTER 3 ARTICLE 2: BUILDINGS AND GROUNDS

4272 Space Requirements

In each juvenile hall:

- (a) Space or rooms used for reception of minors pending admission to juvenile hall or for holding minors pending court appearance should have and/or provide:
 - (1) A rated capacity based on an allowance of 15 square feet of space per person and on the fire regulations of the local fire authority having jurisdiction.
 - (2) Sufficient seating for all minors at the rated capacity of the floor space.
 - (3) Access to water closets and wash basins at the rate of one per eight minors.
 - (4) Access to a drinking fountain located so that the area can be readily supervised by staff.
 - (5) Access to area with telephone(s) in order to provide minors the right to make calls pursuant to the provisions of this subchapter.
 - (6) Access to private rooms for interviews with attorneys, parents, law enforcement officers, and other persons authorized by the probation officer.

COMMENT : Provisions have not been made for interview rooms. At the present, a probation officer's office is used or the classroom which is located in each cottage. Neither of these rooms function properly as a interview room as described by the standards.

- (b) Space or rooms used for medical examination shall afford privacy to minors, be equipped to carry out routine medical examinations and emergency care, and have sufficient locked storage space for medical supplies.
- (c) A detention living unit shall be designed to provide living accommodations for not more than 30 minors.
- (d) Each detention living unit shall contain a minimum of:
 - (1) One shower per six minors
 - (2) One wash basin per six minors
 - (3) One water closet per six minors, or one water closet and one urinal per fifteen boys.
- (4) Access to a drinking fountain by minors and staff.
- (e) Locked sleeping rooms shall be equipped with an individual or combination drinking fountain, wash basin and toilet, unless a communication system or procedure is in effect to give the minor immediate access to a wash basin, toilet and drinking fountain.

COMMENT: All cottages, accept B-5, do not provide toilets and wash basins in each bedroom. Restroom facilities are provided in a single room centrally located in plan near the staff desk.

- (f) There shall be a minimum of one interview room for each detention unit.

COMMENT: Provisions have not been made for interview rooms--see Comment 4272-6

- (g) Hallways in the detention living units shall be at least eight feet wide. If rooms are located on only one side, or if rooms are staggered, hallways shall be at least six feet wide.
- (h) Each minor shall be provided nine cubic feet of secure storage space for personal clothing and personal belongings.

COMMENT: It is difficult to define how much space has been designated for storage. Some of the storage is in the receiving unit where a dorm was converted to a storage room. Valued property such as cash and jewelry have been stored in a vault under a stairwell in the administration building. Based on the requirement of 9 cubic feet per youth there would need to be at least 1,152 cubic feet for storage (128 youth/9 cubic feet = 1,152 cubic feet). There does not appear to be this amount of personal storage in the living units.

*NOTE: ACA standards require 20 cubic feet, ABA standards require that some secure personal storage be provided for each youth.

- (i) Single occupancy sleeping rooms shall contain a minimum of 500 cubic feet of air space and 63 square feet of floor space. Double occupancy sleeping rooms shall contain a minimum of 800 cubic feet of air space and 100 square feet of floor space. Dormitory type sleeping areas shall contain a minimum of 400 cubic feet of air space and 50 square feet of floor space per person.

COMMENT: All cottages which have single rooms are 78 square feet except B-5 cottage which has single rooms at 61 square feet, which does not meet the single room standard for 63 sf.

*NOTE: ABA standards require 100 sf for a single room and ACA require 70 square feet.

- (j) Each minor shall have an individual bed and fire retardant mattress no less than 30 inches wide and 76 inches long. Beds shall be spaced no less than 36 inches apart and at least 12 inches off the floor.

- (k) Lighting installations in sleeping rooms shall provide no less than 50 foot candles of illumination at desk level. The rooms should have a night light with a maximum illumination of 2 foot candles at bed level in individual and multiple occupancy rooms.

COMMENT: The lighting throughout the facility including the cottages is poor quality. The cottages have a light fixture in each bedroom, except the maximum secure unit (B- 5) which has borrowed light from a fixture located in the hall.

- (l) The doors of each sleeping room shall have a view panel (maximum of 144 square inches of shatterproof glass or plastic materials) that allows maximum visual supervision of all parts of the room.

COMMENT: Cottages with dorms have doors which have a glass view panel which is larger than 144 square inches.

- (m) Each academic classroom shall contain a minimum of 160 square feet for the teacher's desk and work area, and a minimum of 28 square feet per student. The classroom should be designed for no more than 15 students.

COMMENT: Within each cottage there is one classroom which is 375 square feet. This area is large enough for 13 youths (28SF/youth). This is not enough floor space for the 20 youths in a cottage. The CYA standard also limits the size of classroom to 15 students which means that not all the residents will be able to attend at the same time, classes would have to be in shifts. In addition, none of the classrooms have designated teacher preparation areas.

- (n) Dining space shall contain a minimum of 15 square feet of space per person being fed at any given time.
(o) There shall be physical activity areas as follows:
(1) Indoor space consisting of a minimum of 30 square feet of clear space for each minor in the activity room.

COMMENT: Indoor activity space has been provided on each unit. Each activity area has space for 12 youths (360SF/30SF/youth). Based on this requirement an additional 240 square feet of activity area would need to be added to meet the needs of a typical 20 bed cottage.

NOTE: ACA requires 100 sf per youth, ABA requires some indoor activity space.

- (2) Outdoor space and/or multipurpose building (gymnasium) space consisting of:
(A) No less than the equivalent of 90' x 100' area for a facility with a capacity of 40 or less.

- (B) No less than the equivalent of 90' x 100' hardtop or multi-purpose building (gymnasium) area and a 260' x 260' field area for a facility with a capacity of 41 to 100.
- (C) No less than the equivalent of two 90' x 100' hardtop or multipurpose buildings (gymnasiums) area and a 260' x 260' field area for a facility with a capacity of 101 or more. (Title 24, CAC, Section T15-4272)

COMMENT: Outdoor activity areas are limited to small areas outside each cottage, which are not readily accessible to the residents. These areas are small and do not meet the standard for 2-90'X100', hardtop areas. In addition the requirement for a large outdoor playfield for softball games has not been satisfied. The facility does meet the requirement for a large gym which is divided into two sections for boys & girls. There is also a tennis court area adjacent to the gym which is approximately 4,800 square feet of hardtop area. The gym, tennis courts, and the small areas outside each cottage do not meet the exact standard. However, the intent to meet the standards has been established. The physical character of the hillside site does restrict the amount of open space available for a playfield. Future master planning may permit the addition of a playfield.

AMERICAN CORRECTIONAL ASSOCIATION - STANDARDS

JUVENILE DETENTION FACILITIES

PHYSICAL PLANT

Public and Private Agencies

Note: These standards apply to existing facilities, renovations, additions, and/or for new plant construction, unless otherwise indicated. New construction is defined as that for which the final plans were approved after January 1, 1984.

2-8123 The facility conforms to all applicable zoning ordinances or, through legal means, is attempting to comply with or change such laws, codes or zoning ordinances.

Discussion: Most agencies comply with zoning ordinances before they are permitted to move into a facility. However, it is recognized that some agencies receive provisional approval, based upon hearings, appeals and changes in ordinances, to utilize a facility. If such is the case, the agency must show that it is making efforts to comply.

2-8124 The facility conforms to all applicable State and Local Building Codes.

Discussion: Often a state or local jurisdiction will license a facility which indicates compliance with all building codes. In those cases where a license is not issued, letters or certificates of compliance are acceptable. In the event the facility is not subject to local (city and/or county) building codes, state codes will be applied. In the event state codes are not available or applicable, appropriate national codes will be applied.

COMMENT: A review of previously prepared reports and code searches regarding health standards and life safety codes shows several code and standards violations within the existing facility. These violations have been detailed in the building code search section of the report.

2-8125 If the facility is on the grounds of any other type of corrections facility, it is separate, self-contained unit.

Discussion: If the detention facility is located on property shared with another corrections facility, such as a training school, it should be separately administered and have a completely separate program for management, staffing, budgeting and other operations.

2-8126 The population in housing or living units does not exceed the rated capacity of the facility.

Discussion: The original or latest blueprints for the facility should be examined to determine its rated capacity. In no case should the current use of the living units exceed designed use standards.

Addition, New Plant only

2-8127 The facility is designed and constructed so that juveniles can be grouped in accordance with a classification plan.

Discussion: The facility should have a sufficient number of rooms or living units in an appropriate configuration so that the various categories of juveniles can be housed separately. This may include the separation of younger and older juveniles, and juveniles accused of or adjudicated for serious personal injury offenses.

2-8128 When seriously ill, mentally disordered, injured or nonambulatory juveniles are held in the facility, there is at least one single-occupancy cell or room for them that provides for continuing staff observation.

Discussion: The facility should be equipped to provide temporary medical services. All seriously ill, injured and nonambulatory juveniles should be transported to a hospital as soon as possible after admission.

COMMENT: Cottage B-2 is the only unit being used for the housing and care of the mentally disordered. There are no rooms or cells which are designated for the ill or sick near the medical exam rooms or within the facility.

Existing, Renovation only

2-8129 Designated exits in the facility permit prompt evacuation of juveniles and staff members in an emergency. (Mandatory)

Discussion: At least two separate means of exit should be provided to ensure the safety of juveniles and staff members. These exits should lead directly from the juvenile living area to a hazard-free area, where adequate supervision should be provided.

2-8130 There are at least two identifiable exits in each juvenile housing area and other high-density areas to permit the prompt evacuation of juveniles and staff under emergency conditions. (Mandatory)

Discussions: Emergency exits must be provided for the safety of juveniles and staff. Such exits should lead directly to a hazard-free area, where adequate supervision can be provided.

2-8131 The facility perimeter is secured in such a way that juveniles remain within the perimeter and that access by the general public is denied without proper authorization.

Discussion: Most facilities are located in the center of the community usually adjacent to the courthouse, to facilitate movement of juveniles to and from court. To prevent introduction of weapons and other contraband into the facility, it is essential that juveniles are not given the opportunity for unauthorized physical contact with persons outside the facility. Screens or similar devices should be used to protect windows. This does not preclude authorized contact visits for approved juveniles.

2-8132 The facility operates with living units of no more than 25 juveniles each.

Discussion: The use of living units is considered more desirable for youths. Such units permit programs to be conducted on a smaller more manageable scale with decisions about the juveniles in them being made by staff who are regularly assigned to the unit and who know the juveniles best. Each living unit should provide for personalization of living space.

2-8133 All housing areas provide for, at a minimum:

Lighting as determined by the tasks to be performed; One toilet and one wash basin for every five juveniles; Showers accessible to juveniles; A heating and ventilation and acoustical system to ensure healthful and comfortable living and working conditions for juveniles and staff; and access to a drinking fountain.

Discussion: None

COMMENT: Lighting levels in the bedrooms make it difficult to perform many tasks. In the maximum secure unit, B-5, the lights are installed in the corridor which then provide borrowed light to each cell through a view panel in the cell door. This method does not provide adequate task lighting to each bedroom.

2-8134 If the facility houses male and female juveniles, space is provided for co-correctional activities.

Discussion: There should be a preference for coeducational detention programs. To experience normal growth and development, juveniles require opportunities to socialize with peers of both sexes.

COMMENT: At present there are no coed activities scheduled or space provided.

2-8135 Space is provided for the secure storage of chemical agents, restraining devices and related security equipment, and the equipment is located in an area that is readily accessible to authorized persons only.

Discussion: None

2-8136 Water for showers is temperature-controlled.

Discussion: Temperature controls are essential to the safety of juveniles.

2-8137 Living units are primarily designed for single occupancy sleeping rooms; Multiple occupancy rooms do not exceed twenty percent of the bed capacity of the unit.

Discussion: None

Existing, Renovation, Addition, New Plant

2-8138 Single sleeping rooms have at least 70 square feet of floor space and juveniles are provided activities and services outside their room at least 14 hours a day.

Discussion: Rooms of sufficient size enable juveniles to personalize living space. Because juveniles have access to a day room or lounge and other programs and activities throughout the facility, 70 square feet for the sleeping area is considered sufficient.

COMMENT: Cottages B1, B2, B3, B4, G2, W3 have single rooms which have 78 sf. The maximum secure cottage has single rooms which are 61 sf.

NOTE: ABA requires 100 sf & CYA requires 63 sf for a single room

2-8139 All sleeping rooms in detention facilities have, at a minimum:

Access to the following sanitation facilities:

Toilet above floor level which is available for use without staff assistance 24 hours a day; Wash basin and drinking water; Hot and cold running water.

A bed above floor level and storage space; Natural light.

Discussion: Sensory deprivation should be reduced by providing variety in terms of space, surface textures and colors. Natural lighting should be available either by room windows to exterior or from a source within 20 feet of the room. The bed should be elevated from the floor and have a clean, covered mattress with blankets provided as needed. Suggested temperatures are 66 to 80 degrees Fahrenheit in the summer comfort zone optimally 71 degrees, and 61 to 73 degrees Fahrenheit in the winter comfort zone, optimally 70 degrees.

COMMENT: The present heating and cooling system is poor many of the radiant heating pipes which are installed in the housing unit floor are not working properly, causing some of the rooms to be below the acceptable comfort levels.

Existing, Renovation only

2-8140 At least 35 square feet of floor space per juvenile is provided in the day room on each living unit.

Discussion: The day room is the living room or lounge for each living unit and may be divided into two or more rooms, such as a quiet room for use by juveniles wishing to read or conduct activities requiring separate space. The day room should contain the television, radio or other leisure-time equipment. It should be furnished in a living room style, with pictures and other decorations.

COMMENT: COTTAGES B1, B2, B3, B4, G2, W3, and the receiving unit do not provide for access by the juvenile to use the restroom facilities without staff assistance.

2-8141 Male and female juveniles do not occupy the same sleeping room.

Discussion: Juveniles should be segregated by sex in sleeping rooms, although they may be housed in the same living unit.

2-8142 Ventilation is available in the event of a power failure.

Discussion: Where the climate warrants, individual rooms that cannot be adequately ventilated by other means should be air conditioned. When ventilation systems fail there should be back-up power sources or alternate means of ventilation. Ventilation screens should be tamperproof.

2-8143 The total indoor activity area outside the sleeping area provides space of at least 100 square feet per juvenile.

Discussion: Space required for living units, day room, dining room and school classrooms is stated specifically in other standards, as are outdoor space requirements.

COMMENT: The activity area located in each unit provides space for approximately four youths (400SF/100SF= 4) which does not meet the needs of the typical housing unit with 20 beds.

NOTE: ABA requires that space be provided and CYA requires 30 sf per youth.

2-8144 There are at least 15 square feet of floor space per person for those occupying the dining room or dining area.

Discussion: In addition to provisions for the maximum number of juveniles that utilize the dining area, allowance should be made for staff or guests who may use the dining area at the same time.

2-8145 When the facility provides food service, the kitchen has at least 200 square feet of floor space.

Discussion: Excluding the food storage area, kitchen floor space should be the equivalent of 10 square feet per juvenile; this may be reduced proportionally for larger facilities. Kitchen equipment and food storage facilities should be sufficient for the quantity of food prepared.

2-8146 School classrooms are designed in conformity with local or state educational requirements.

Discussion: Because the detention facility teacher deals with individuals and small groups ranging from the fifth to the twelfth grades, more than the usual space is required. It is desirable to have a few individual booths where easily distracted juveniles can work alone and still be under the supervision of the teacher. One large table for active, short-term projects is also desirable.

2-8147 There is a visiting area that allows for privacy during visits.

Discussion: Relatives, approved friends and attorneys should be able to visit with the juvenile in a private area. This area may be the multipurpose room, recreation room or a conference room that is used for visiting at specified times.

COMMENT: Within the entire facility there has been no space designated solely for visitation. At the present time either the classroom or dayroom is used for visitation.

2-8148 There is a well-drained outdoor recreation area for the facility that is at least twice as large as the indoor activity area.

Discussion: Recreation time activities in detention facilities require outdoor exercise. Every facility should have an outdoor play area enclosed by a high fence or wall. Play areas on roofs are not satisfactory. If the outdoor play area is within sight or easy reach of passerby it should be shielded from the public. A portion of the outdoor should be paved for use after wet weather and for sidewalk games.

2-8149 Space is available for religious services.

Discussion: A multipurpose room may be used for religious services, provided there is access to this space when needed.

2-8150 The facility has a central medical room with medical examination facilities.

Discussion: None.

2-8151 When there is a confinement room separate from the living unit, it is equipped with plumbing and security furniture.

Discussion: Juveniles may be placed in a temporary security room instead of their own room only when their behavior is so out of control that presence near others seriously disturbs the group. This room requires close staff observation.

COMMENT: There are no isolation rooms in the facility. Some of the cottage units do have rooms used for isolation. These rooms are not padded and are located at the end of corridors away from direct visual supervision by staff.

2-8152 There is interview space available in or near the living unit.

Discussion: Disturbed juveniles waiting to see their social worker or probation officer need a place to wait next to the office but away from their group. Use of such a room, with a door into the caseworker's office, can save the caseworker's time and make for more effective interviews. A small alcove can serve the same purpose.

COMMENT: There are no interview rooms in the facility. The classroom located on the unit is used as an interview room.

Renovation, Addition, New Plant only

2-8153 The office in each housing unit has a telephone and enables supervision of the general living area; It is used for communications, staff conferences and storage of unit records.

Discussion: In small detention homes the group worker's office should be located between the general living area and the reception area.

2-8154 There is secure storage space provided for storage of juveniles property and personal belongings.

Discussion: Juveniles should be encouraged to send large personal items home; however, the facility should provide storage space for items such as backpacks, musical instruments or any other items that newly admitted youths may have in their possession at the time of admission.

COMMENT: All of the juveniles belongings are stored at the receiving unit. Cash or valuables are stored in a vault in the administration building. The storage area should be increased.

2-8155 There are storage rooms for clothing, bedding and facility supplies.

Discussion: Space should be provided in the reception area to store and issue facility clothing and bedding, and to provide for the exchange of personal and facility clothing when youths appear in court or are released. Storage space for clean bedding and facility clothing should be provided near housing areas.

2-8156 Closets for storage of cleaning supplies and equipment are located in each principal area and are well ventilated.

Discussion: Maintenance of facility sanitation requires adequate consideration of janitorial needs.

2-8157 Separate and adequate space is provided for mechanical equipment.

Discussion: Sufficient space should be provided for equipment needed for heating, ventilating, air conditioning, water supply, waste removal, electricity, communications, etc. In smaller facilities, space for this equipment should constitute no more than 12 percent of all floor space. In facilities of up to 100,000 square feet, about eight percent of all floor space should be allocated for this equipment.

2-8159 There is documentation by an independent, qualified source that the interior finishing material in juvenile living areas, exit areas and places of public assembly are in accordance with recognized national fire safety codes. (Mandatory)

Discussion: Interior finishing materials are a major factor in the speed with which a fire spreads, the intensity of the heat and the extent of toxic smoke. No institutional furnishings, ceilings, partitions or floors should be constructed of foamed plastics or foamed rubber unless the fire performance characteristics of the material are known and acceptable.

Addition, New Plant only

2-8160 Written policy and procedure provide that the new detention facility is built or the existing facility expanded only after a needs evaluation study has been prepared by the parent agency in conjunction with the juvenile court and the statewide juvenile detention agency, where this agency is not the parent agency.

Discussion: Before any detention facility is built or expanded, an evaluation is necessary to determine whether more detention capacity is needed.

New Plant only

2-8161 The facility site location is determined with participation from the community in which it is to be located.

Discussion: The involvement of leading juveniles should be enlisted; they should be informed individually of the purpose of detention, the nature of the building and the program, and the extent of supervision and control. Once their support has been gained they can then help to interpret the project to their neighbors. Publicity regarding the building site should stress the positive aspects of detention care.

New Plant only

2-8162 The facility is geographically accessible to juvenile justice agencies (law enforcement, prosecutor, courts), community agencies, and juveniles lawyers, families and friends.

Discussion: Ideally, the new facility should be near the agencies it serves. Its location should facilitate movement of juveniles and should be easily accessible to individuals and resources important to the juveniles reintegration into the community. It should not be located on the grounds of another corrections facility.

New Plant only

2-8163 A written program philosophy is developed for the new facility, which includes, but is not limited to:

- Statement of general goals and purposes of the facility;
- Description of the facility, including statutory authority and services to be provided;
- Analysis of projected work load, staffing, programs and operating and capital budgets;
- Assessment of the impact of the facility on overall operation of the parent agency;
- Justification for the facility;
- Analysis of alternative means for achieving the same goals;
- Description of space requirements;
- Outline of budget and time restrictions; and
- Study of alternate ways of satisfying space requirements, including leasing renovation and new construction.

Discussion: New facility construction should provide a maximum degree of adaptability to changing programs and operational needs. Unused existing space can often be better utilized by scheduling compatible functions in such a way to make maximum use of all space available. An efficient and adaptable design will respond successfully to changes in policy, operations, programs offered, juvenile population, and/or program objectives.

Addition, New Plant only

2-8164 Each living unit is designed so that individual rooms, day rooms and program staff offices are in close proximity to juveniles for purposes of communication and interaction.

Discussion: At times it may be necessary for juveniles to remain in their own room in the living unit. The youth care worker or caseworker should be able to keep in touch with the youths without losing touch with the group, and this cannot be done if the unit itself is on two floor levels or if staff offices are outside the unit itself. No juvenile should be locked in a room without a way of communicating with staff, or without staff in quick and easy reach. Because a detention facility, unlike a long-term institution, deals with frequent crisis situations, units should be designed to reduce group supervision problems to a minimum.

2-8165 New facility construction provides for the removal of architectural barriers to physically handicapped persons.

Discussion: There should be at least one living unit in which to house handicapped juveniles, and all areas of the facility, including public areas, should be accessible to and usable by the physically handicapped.

COMMENT: The existing administration facility is inaccessible to the handicapped. Handicapped access requirements regarding the elevators and handicapped restrooms have not been satisfied.

2-8166 Handicapped juveniles are housed in a manner that provide for their safety and security. Cells or housing units used by them are designed for their use, and provide the maximum possible integration with the general population. Appropriate institution programs and activities are accessible to handicapped juveniles confined in the facility.

Discussion: Section 504 of the Rehabilitation Act of 1973, the Architectural Barriers Act of 1968, and implementing regulations should be referred to in the implementation of these requirements. There should be at least one special purpose room in which to house handicapped juveniles. All areas of the facility, including public areas, should be accessible to and usable by the physically

handicapped, or suitable alternative solutions or facilities should be readily available.

COMMENT: The cottage and receiving units do not provide housing or restroom facilities for the handicapped.

Renovation, Addition, New Plant only

2-8167 All parts of the facility that are accessible to the public are accessible to and usable by handicapped staff and visitors.

Discussion: Section 504 of the Rehabilitation Act of 1973, the Architectural Barriers Act of 1968, and implementing regulations should be referred to in implementing these requirements.

Renovation, Addition, New Plant only

2-8168 At least 80 percent of all beds are in rooms designed for single-occupancy only.

Discussion: None

Addition, New Plant only

2-8169 There is a day room for each housing unit or detention room cluster. The room has a minimum of 35 square feet of floor space per inmate and is separate and distinct from the sleeping area, which is immediately adjacent and accessible.

Discussion: Day rooms should be available to all juveniles for reading, writing or table games. They should be equipped with tables and attached seats or chairs to accommodate the facility's capacity. Day rooms should be painted with light colored, nontoxic washable paint. In facilities without central dining areas, day rooms may also be used for dining. Circulation corridors three feet in width in front of rooms should not be included in computing day room area.

SAFETY AND EMERGENCY PROCEDURES

Public and Private Agencies:

2-8174 Written policy and procedure specify the facility's fire prevention regulations and practices to ensure the safety of staff, juveniles and visitors. These include, but are not limited to:

Provision for an adequate fire protection service;
A system of fire inspection and testing of equipment by a local fire official at least semi-annually;

Availability of fire hoses of extinguishers at appropriate locations throughout the facility.

Discussion: The facility should plan and execute all reasonable procedures for the prevention and prompt control of fire, pursuant to the Life Safety Code.

2-8176 The facility is equipped with noncombustible receptacles for smoking materials and separate containers for other combustible refuse at readily accessible locations in the living quarters and other locations throughout the facility. Special containers are provided for flammable liquids and for rags used with flammable liquids. (Mandatory)

Discussion: The proper and safe containment of flammable material and the sanitizing of such containers are essential activities in fire prevention.

COMMENT: There are no receptacles on the living unit or in the administration building.

2-8177 The facility has exits that are distinctly and permanently marked, continuously visible at all times, kept clear and maintained in usable condition. (Mandatory)

Discussion: No battery-operated electric light, portable lamp or lantern should be used for primary illumination of exits, but electric battery-operated lighting may be used as an emergency source where normal lighting has failed, as defined in the NFPA National Electrical Code. These requirements also apply to exits in building of public or common use.

2-8178 The facility has access to an alternate power source to maintain essential services in an emergency.

Discussion: None

COMMENT: Emergency generated power has not been for this facility.

2-8179 The facility has a fire alarm system and an automatic detection system that is approved by the authority having jurisdiction. Whenever possible, all system elements are tested on a quarterly basis; Adequacy and operation of the systems are approved by a state fire official or other qualified authority annually. (Mandatory)

Discussion: Fire and/or smoke identification at the earliest possible moment is critical to fire control and fire fighting, as well as to the evacuation of staff and juveniles to preclude smoke inhalation and preserve life and health.

COMMENT: A manual pull station fire alarm system has been installed. However, there is no integrated smoke detector system and central notification panel within the facility.

2-8183 The facility has an automatic smoke detection and fire alarm system that is monitored by staff 24 hours a day and is certified by an independent qualified inspector trained in the application of National Fire Safety Codes. If the facility depends on a local fire department, there is a system of direct, reliable and immediate communication with that department. Whenever possible, all system elements are tested on a quarterly basis. Adequacy and operation of the systems are certified by a state or local fire official, or another qualified authority annually.(Mandatory)

Discussion: Detection, alarm and communications systems are detailed in the Life Safety Code. An "approved automatic smoke detection system" is required in "all sleeping areas and areas not separated from sleeping areas by fire-resistive construction" depending on the condition of the facility. "Automatic" is defined in the Code as "providing a function without the necessity of human intervention." The smoke detection system or an immediately triggered alarm must alert occupants of abnormal conditions through an audible alarm that produces "signals that are distinctive from audible signals used for other purposes in the same building."

The Code requires that "the fire alarm system shall be arranged to transmit an alarm automatically to the fire department legally committed to serve the area in which the facility is located by the most direct and reliable method approved by local regulations," with one exception: "Smoke detectors may be arranged to alarm locally and at a constantly attended location only and are not required to be connected to the fire alarm system nor the fire department." This exception means that the detection signal may be received on a living unit or at a switchboard or main control center that is staffed 24 hours per day, seven days per week; signals received on living units would be immediately related to the main control center. Notification of the fire department would then be done using a manual alarm or any means that is direct and reliable, as approved by the independent, qualified source.

"Whenever possible..." regarding quarterly inspections means that such testing is done unless other methods are approved by the independent, qualified source as discussed.

COMMENT: The fire detection systems in the facility are not monitored by staff twenty four hours a day.

2-8185 The facility maintains a control center

Discussion: Central control is essential for integrating various security and communication functions, even in a holding facility. The control center should be staffed around the clock, and access to it should be limited. The control center should monitor and take responsibility for juvenile counts, key control and coordinating the facility's internal and perimeter security network and should also serve as the communications center for the facility. The control center should monitor the operation of the various systems, including: fire alarm, smoke and thermal detection, radio, teletype, computer terminal, surveillance alarms, walk and perimeter lighting, and other mechanical and electrical systems.

COMMENT: The present configuration of the facility does not have a central control or central monitoring unit each housing unit is self-contained.

2-8228 There are provisions for adequate storage and loading areas and garbage disposal facilities.

Discussions: In order to ensure efficient food service and adherence to health and safety regulations, it is essential that the kitchen be near the spaces it requires to accomplish its mission. The amount of space needed for the kitchen is affected by such variables as type of food service, location of dining area, number of persons to be served, complexity of the menu, equipment placement, storage of mobile equipment and traffic sites.

2-8239 There are hair care services available to juveniles.

Discussion: Barber and beautician's facilities should be provided so that juveniles can obtain hair care services when needed.

COMMENT: There is no barber shop within the facility when a youth needs a haircut it is done either at the receiving unit or in the probation officer's office.

AMERICAN BAR ASSOCIATION - STANDARDS

2.1 Normalization

Facilities for the juvenile justice system should be designed with the objective of creating environments which will encourage normalization.

Commentary

The introduction of the principles of normalization into the design of detention and correction facilities (see Standard 1.1) is to attain the following objectives:

- A. minimize labeling and stigmatizing of youth;
- B. provide environments in detention and corrections facilities that enhance individuality and self-respect and enable youths to project positive self images rather than ones suggesting deviance;
- C. enable youths housed in detention and corrections facilities to use, whenever possible, community-based services in order to maintain personal behavior characteristics that are culturally normative;
- D. provide a wide range of nonsecure detention and group homes, as alternatives to incarceration, to permit youths to stay in their communities, retain family and personal ties, and lead lives that are as normal as possible;
- E. reduce the recourse to secure detention (see the Interim Status volume, Standard 10.5 B.);
- F. permit socialization with peers of both sexes in a variety of settings; and
- G. allow youths to express cultural identity, practice religious beliefs, and enjoy privacy.

2.4 Secure Settings

Secure settings should provide security measures which:

- A. instill a sense of security and well-being in facility residents; and
- B. rely on increased staff coverage rather than building plant.

Commentary

The importance of this standard is that it does not interpret security as simply controlling the activities of many residents with as few staff as possible, thereby minimizing staff and resident contact. It avoids the routinization of activities, the boredom, and the brutality that often occurs in facilities designed on maximum security principles.

The youth in detention or corrections should not be viewed as deviant, subhuman, or mindless. He or she should be treated with respect, encouraged to form a positive self-image, and provided with an interesting and varied program of activities. The best way to achieve this goal is to reassure residents that they are safe and to maximize staff interaction.

2.7 Personal Space

The stress of life in a secure setting requires recognition of the individual's need for some degree of personalization of space, privacy, and territoriality.

Commentary

A. Personalization of space. The right to develop a personal territory is difficult in a secure setting because of the short length of time spent in the facility and the need for staff surveillance. In order to provide opportunities for residents to personalize space, the following should be considered:

1. provide a supply of small rugs, chairs, tables, posters, and curtains of different colors and patterns to decorate rooms;
2. provide books, magazines, and newspapers in the facility;
3. provide craft programs to supply decorations;
4. plan rooms that permit a variety of furniture layouts, and have picture rails for hanging tackboards and posters;
5. provide some individual control of lighting, temperature, and ventilation; and
6. provide surface for murals.

Design decisions must include recognition of spatial needs which affect behavioral patterns and operational factors.

PART III: ARCHITECTURAL PROGRAM AND DESIGN

3.1 Architectural Program

An architectural program should be developed for each facility. The program should be a written document containing the following information:

- A. statement of the general goals and purposes of the project;
- B. description of the agency or organization to be served, including its tasks, statutory authority, operating procedures, services provided, and administrative structure;

- C. description of the management model (Standard 1.6) which is used as the basis of the current and future operations;
- D. impact statement that:
 - 1. analyzes past and current workload and budget;
 - 2. projects future workload, staffing, programs, and operating and capital budgets; and
 - 3. assesses the impact of the proposed project on the overall operation of the agency;
- E. justification of the project and its operating costs, exploring alternative management models and their impact on staffing, budget, and space requirements;
- F. quantitative and qualitative description of space requirements for the proposed facility, including outdoor spaces, character, symbolism, and other descriptive factors;
- G. outline of budget and time restrictions; and
- H. study of alternate strategies to satisfy space requirements including leasing, renovation, and new construction.

Commentary

An architectural program analyzes, justifies, and describes a proposed set of space requirements or building project. It is an environmental impact statement in the fullest sense of the phrase and must examine the wide implications of the project. The program must justify the management model, policy assumptions, and budget, in terms of the superior service it will provide to public, youths and agency, and set standards and guidelines describing the spaces required, site selection, and proximity requirements that control internal organization. The additional staff, capital, and operating budgets must be ascertained and approved.

This work is quite separate and distinct from the architectural design phase which involves the synthesis of this material into an architectural design. Design should not commence until: 1. architectural program development is complete; and 2. all phases of the completed program are approved in writing by all agencies involved.

Developing a program is a lengthy process. Its task is to ensure that the disposition of parts, room sizes, and character of both building and individual spaces are suitable responses to operational policy and program. Architectural character or meaning is one of the most challenging, and most often overlooked, aspects of the process. It must attempt to predict how the groups using the building(s), including residents, their families, staff, will perceive and respond to it.

Preparation of a good architectural program requires that historical precedents, as well as present and future limitations affecting the operation, be realistically assessed.

Explicit statement, as the outset of an architectural project, of past failures, future goals, and relationships among the persons involved, will reduce the chance of failure. In this context, it is important to recognize that there is no value-free set of social norms. The ideologies and beliefs that underlie attitudes and policies for juveniles justice must be openly articulated. Adults often confuse their images of childhood with children's own feelings. This can affect facility location, program implementation, and architectural design. Furniture, decorations, and materials should reflect the tastes of the proposed users of a facility, not what adults think such children should want. It should also be recognized that a program based on a high degree of interaction between staff and youth will be impeded by providing more luxurious furniture and spaces for staff. Most client-architect contracts assign responsibility for developing the architectural program to the client. If an independent consultant is retained to develop the architectural program, it still remains for the client to approve the final document. Because architect's fees are generally computed as a percentage of construction cost, it is advisable to avoid the conflict of interest that may arise in an office if the same architect is retained to prepare or assist in the preparation of the architectural program, and then to design the building.

3.3 Adaptive Architecture

Facilities should be programmed and planned to provide a variety or spatial configurations that can be adapted to the changing needs of programs and operations.

Commentary

If an operational program in a detention or corrections setting is not meeting its stated goals, it is important that facility design should not impede changes in policy, operations, or goals. The architectural program should specify that the building be capable of producing a variety of spatial configurations and room arrangements. The conflicting goals involved in the management of a detention or corrections facility must be clearly articulated and the appropriate compromises between security, normalization, supervision, individual choice, programmed activities, safety, restrictions on movements, and surveillance rationally sought. Generally, facilities should be designed to provide flexibility in: A. degree and type of security; B. room relationships; and C. space, use, character, decor, and furniture layout.

A. Security. Changes in degree and type of security require that the building facilitate the following:

1. provide a range of security measure and not impose the most stringent on all residents;
2. provide both "supportive" and "deterrent security";
3. provide youths with a sense of safety and well being; and
4. provide adequate protection for staff and public.

It is of the utmost importance that the facility's design maximizes, rather than restricts, staff options.

B. Room relationships. Flexibility and utilization of room relationships require moving walls to alter room sizes and relationships. Changes of this type tend to be costly and to occur relatively infrequently. In order to facilitate change, those parts of the building that are unlikely to change because of structural requirements, dependence on utility connections, or excessive cost, should be listed. These include kitchen, bathrooms, air conditioning equipment rooms, heating plant, maintenance rooms, and stairs and elevators. The remainder of the building should be planned to permit change. The following considerations are of importance in this regard:

1. Use a column system for vertical support. Load-bearing walls, which are structural and cannot be moved without providing an alternate means of support, should not be used, even for one-story buildings. Walls should be space-defining and not structural.
2. Use moveable partitions. These can take the form of either prefabricated modular wall sections, which are attached to floor and ceiling and can be moved and reused, or a system of sheets of plywood, gypsum board, or other material that is fixed to a framework of steel studs. The latter is a cheaper form of construction and cannot be reused; the partitions are simply demolished and rebuilt.
3. Locate all the fixed elements in the plan to facilitate changing relationships. For example, a stair located at the intersection of four rooms can be made to relate to any of the spaces. An outside corner location fixes it in one space. This is an especially important consideration for kitchen, bathroom, and stair locations.
4. Use sliding doors, sliding or folding walls, free-standing screens, or furniture, rather than fixed walls to define space. These offer opportunities to provide contrasting experiences of spatial openness, continuity, and closure merely by a simple movement.

5. Avoid running electric wires or other utility lines in walls which may be moved. The cost of relocation is expensive and some inconvenience will occur.
- C. Furniture layout and space use. Changing furniture layout or functional use involves the following factors:
1. providing sufficient space to permit furniture to be rearranged and decor to be changed;
 2. locating windows, doors, and other fixed elements to maximize opportunities to change furniture arrangement;
 3. locating bathrooms, stairs, and other fixed spaces to permit changes in the use of space. Relations between rooms also can be modified by changing rules govern the use of spaces.

Adaptive architecture avoids designing single-use facilities that respond to only one management model and one set of values. Single-use, secure corrections and detention facilities have been criticized for over 150 years because of their great construction cost and the difficulties experienced when trying to change their physical characteristics. The architectural program and design of any building for corrections or detention, whether a new structure or one that is modified, must assume that: 1. current ideas, procedures, standards, and goals will change; and 2. buildings should be adaptable to these new principles.

3.4 Building Expectations

Building design should not present an expectation of abusive behavior and vandalism and invite challenge by residents, nor should it be assumed that every juvenile behaves in a violent and destructive manner.

Commentary

Buildings for confining persons considered to be dangerous to society will always be subject to hard wear, tear, and abuse. Attempts to deal with this phenomenon have usually resulted in the use of durable and expensive finishes, fixed furniture, and minimal environments providing little more than the bare necessities. This invites challenge by presenting residents with an expectation of abuse. Inevitably, such behavior will be elicited.

To avoid creating settings which will cause such frustrations, the following should be adopted:

1. normalization of the facility's environment, both interior and exterior, to approximate that of a dwelling, in the surrounding area;
2. adaptive architecture that permits change (see Standard 3.3);
3. provision of some individual control of temperature and ventilation;
4. provision for personalization of space, privacy, and territoriality (see Standard 2.7). Bars and other prisonlike features, as well as separate staff facilities, should be avoided. Adoption of a soft architecture is likely to result in some increase in maintenance cost, but this will be offset by a significant decrease in construction cost. It does not imply a lesser degree of security, only more subtle means of achieving it.

Provisions still must be made to accommodate youths whose behavior patterns involve destruction and vandalism, by being able to remove the furniture in a bedroom or by using an existing "hard" setting. Spatial factors take on an importance in confined situations that they do not routinely have in domestic or office situations. The architectural design and decoration should attempt to offset the effects of administrative and spatial restrictions, and avoid the visual and spatial monotony typical of institutions. This can be achieved by:

1. accenting differences among the parts of the building through varying spatial characteristics, room shape, lighting, floor level, ceiling height, etc.;
2. allowing for changing furniture layout. Furniture need not be of uniform color and type but should vary from room to room.
3. using a variety of textiles, colors, and patterns for walls, floors, furniture, drapes, shades, and finishes.

INSTITUTE OF JUDICIAL ADMINISTRATION
JUVENILE JUSTICE STANDARDS PROJECT

PART VI: SECURE DETENTION FACILITIES

6.1 Secure Detention Facility

A facility characterized by physically restrictive construction and procedures that are intended to prevent an accused juvenile from departing at will.

Commentary

The secure detention facility to which these standards relate is defined as having the following characteristics:

- A. It is solely for juveniles who have been charged with offenses which would be criminal if perpetrated by an adult. (See the Interim Status volume, Standard 3.1)
- B. All methods of entry and exit, including doors, gates, windows, etc. are under the exclusive control of the staff, so that no individual may enter or exit without a particularized staff decision that the entrance or exit is permitted.
- C. The imposition of interim control or detention of an accused youth may be considered for the purpose of:
 1. protecting the jurisdiction and process of the court; or
 2. reducing the likelihood that the juvenile may inflict serious bodily harm on others, inside or outside the facility, during the interim period.

6.2 Supportive Security

In planning a detention facility, security should be supportive rather than deterrent.

Commentary

Supportive security stresses a quiet, relaxed atmosphere of concern for residents' sense of safety and well-being. It permits as much freedom of movement within the facility as is consistent with security, provides opportunities to maintain community ties, and enables residents to exert some control over their environment.

COMMENT: In the existing youth guidance the large multipurpose rooms with windows and views to the outside provide a sense of choice, a changing environment.

Supportive security sets out to achieve the following goals:

- A. increase interaction among residents;
- B. maximize interaction between residents and staff;
- C. control of anti-social behavior by integrating it into the program and routine, rather than isolating the resident; and
- D. promote normalization.

Supportive security is characterized by a reliance on a high staff-to-youth ratio for security, strong perimeter security to maximize freedom of movement within, and combinations of single and double bedrooms.

Deterrent security stresses control of movement within the facility and limits residents' control of their environment. Deterrent security sets out to achieve the following goals:

- A. limit interaction among residents and between residents and staff;
- B. isolate anti-social behavior to reduce its deleterious impact on other residents;
- C. reduce opportunities for residents to harm others or themselves; and
- D. minimize and control any contact with the community.

The characteristics of this environment are private rooms with security type toilet fixtures; isolation rooms; separation of recreation, dining, learning, and sleeping activities into distinct parts of the facility; centralized storage; limited services and activities; and restrictive visiting spaces. The operation generally uses a low staff-to-youth ratio, a minimum of staff-youth interaction, and reliance on guard stations, television, intercom, or electronic surveillance. The building uses indestructible materials and furniture that is built-in or fixed to the floor.

6.3 Capacity

Capacity of a secure detention facility should be twelve to twenty residents.

Commentary

The Interim Status volume, Standard 10.5, limits capacity of a secure detention facility to twelve residents. This standard allows a capacity of up to twenty in recognition of economic factors in the operation of a secure facility, since it appears that a population of twenty is the smallest practical economic unit. The operating cost remains more or less constant even if the population is decreased.

COMMENT: The single room YGC cottages have 20 beds. The cottages with dorms can hold up to 25 youths, depending on the size of each dorm. The maximum secure unit (B-5) has a bed capacity of 21 single rooms.

NOTE: CYA recommends a maximum of 30 beds per unit. ACA recommends a maximum of 25 beds per unit.

6.4 Location

Location of secure detention facilities should take the following factors into account:

- A. facilitation of the maintenance of ties between residents and their community, family, and friends;
- B. accessibility to mass transit and highways to facilitate visits by family and friends;
- C. accessibility to courts to avoid excessive time spent in transit to and from the court and waiting in court;
- D. proximity to concentrations of law offices to facilitate attorney-client meetings; and
- E. use of community settings.

Commentary

In cities of less than 1 million population with a courthouse in the downtown area, a location on the perimeter of residential areas abutting the downtown area is suggested. Larger cities should provide a network of facilities to enable residents to be detained near their homes.

The location of secure detention facilities in rural areas should be near court facilities. This will entail hardships by reducing contact between parents and detained youths; but this will be offset by the accused youths' needs to have access to counsel who are most often located in proximity to the courthouse. Such a location has the added benefit of minimizing travel time between detention facility and court.

Detention facilities for youths should not be located in areas remote from the community and its support, or in a sheriff's residence or adult jail.

COMMENT: Because of it's location the existing YGC is convenient to transportation systems and most sections of the Bay Area. Parking however, is a problem.

6.5 Appearance

The exterior appearance of the secure detention facility should resemble buildings in the surrounding area.

Commentary

The facility should resemble a typical building in the surrounding area. A residential setting should be used whenever possible. This is to indicate to youths that despite the fact of being detained, they will be treated with respect, permitted to retain their dignity, and encouraged to form a positive self-image. The facility should not project an expectation of vandalism, deviance, or abusive behavior. See Standard 3.4.

6.7 Internal Organization

The internal organization of a secure detention facility should be clear and unambiguous so as to minimize uncertainty due to lack of orientation. The facility should be planned like a large house.

Commentary

The physical organization of a secure detention facility should be easily understandable to a new resident. A good sense of orientation within the facility and knowledge of the location of its parts can contribute to defusing tensions that accompany intake.

The facility should be zoned like a large house, into areas for food preparation, dining, passive recreation, leisure time activities, study, sleeping, public entrance, conference, and intake.

The building should be one-story, though in urban areas a two-story arrangement may be necessary.

COMMENT: YGC, is a campus plan however, it is difficult to circulate between the cottages and administration areas. The first time visitor is confronted with maze-like corridors and numerous level changes.

6.8 Entrance Spaces and Waiting Rooms

Entrance spaces and waiting rooms in a secure detention facility should reflect a concern for normalization, the presumption of innocence, and the fact that appearance before an intake officer may not necessarily result in detention.

Commentary

The detention center should have three entrances:

- A. intake entrance operating twenty-four hours a day, used by youths and police, and by parents and attorneys who accompany the youths;

- B. service entrance operating for short, limited duration each day to permit the delivery or pick-up of fuel, supplies, laundry, garbage, food equipment, etc.; and
- C. public entrance used by parents, personnel, visitors, and attorneys.

COMMENT: There is no real defined public entry which occurs through a side door "alley-like".

6.9 No Control Center

A secure detention facility should not have a control center, such as those which commonly provide centralized surveillance and control in a penal institution.

Commentary

There should be no centralized surveillance by closed circuit television or listening system. An electronic system to indicate a door being opened may be used. It can be monitored from the staff office. Space for routine staff administration should be set aside in the facility for securing records and for other office functions.

Central surveillance discourages normalization, relaxed staff-youth relationships, security based on resident's sense of well-being, and using a high ratio of staff to youth for security and operations.

6.10 No Permanent Staff Living Quarters

Secure detention facilities should not be the sole residence of staff.

Commentary

Permanent residences for staff should not be provided in secure detention facilities. The facility should be a place to work and not to live. This standard seeks to insure that staff do not become "institutionalized," but rather a perpetual source of normal attitudes, habits, and behavior.

6.12 Staff Offices

Space for staff administration work should be provided.

Commentary

Space for routine staff administrative work should be provided. It should be furnished with desks, chairs, a supply closet, and telephones. The size and number of offices will depend on program requirements. If record storage is in the facility, it should be planned in relation to this space. The staff offices should relate to the intake, public waiting, and activity areas. Its design and appearance should not set it off from the rest of the facility.

6.13 Isolation Rooms

An isolation room, if required, should be planned in conjunction with staff offices.

Commentary

If an isolation room is required, it should not be planned and located in the bedroom section of the facility, but as part of the staff office area. The room itself can be viewed as a minimum environment with a built-in bed and a security-type toilet-washbasin fixture. Confinement in isolation should only be a last resort. Staff always has the option of confining residents to their own bedrooms and, if necessary, removing the chairs and tables.

COMMENT: There are no isolation rooms within the facility. Some of the cottages units do have rooms used for isolation. These rooms are located at the end of corridors away from direct visual supervision by staff.

6.14 Interview Rooms

Secure detention facilities should have interview rooms for residents to meet privately with attorneys and family.

Commentary

Interview rooms should be provided in all detention facilities. They should have an area of 125 square feet and be furnished with arm chairs and a low table. These rooms should be located near the public entrance and staff offices, but within the security perimeter of the building. One room for every seven residents should be provided. Parents may also meet residents in their rooms or in the leisure areas, at the discretion of staff. In order to ensure privacy the room should be soundproofed and should not be wired with listening devices.

COMMENT: There are no provisions for interview rooms at the present, a probation officer's office is used or the classroom which is located in each cottage. Neither of these rooms functions properly as a interview room as stated by the standards.

6.15 No Vocational Training, Chapel or Laundry Facilities should be provided in a secure detention facility.

Commentary

Interim detention should be for as short a period as possible. It is not compatible with longer term requirements for meaningful vocational training. If such training is to be offered to residents, community based programs should be utilized.

Laundry can be contracted out rather than using staff time to supervise a laundry room operation.

Space should not be permanently set aside for use in religious services. Children desiring to participate in such services should be taken to places of worship in the community. If this is not feasible, the activity or dining area may be used in conjunction with a portable altar.

COMMENT: The laundry facility is located inside the administration building on the basement floor. All linens are brought from each cottage down the corridor through administration to the laundry. The chapel is located inside the courtyard surrounded by the cottage units.

6.16 General Physical Requirements

Secure detention facilities should provide a pleasant environment with good internal orientation, sufficient space, and suitable equipment to meet program goals.

Commentary

A. General considerations. In order that the program goals and the processes of group living can take place with a minimum of disruption, secure settings should be attractive, pleasant places and have a quiet homelike atmosphere. Residents should feel relaxed and have living areas of their own. This area should be adjustable to suit personality and to provide security for possessions and settings for group discussions, private conversation, and private reading or thinking. The sizes and dispositions of rooms should be suitable to the purposes of the program.

B. Sleeping accommodations:

1. single rooms-100 square feet minimum (80 square feet per person) with 10 feet as the minimum horizontal dimension; 180 square feet recommended;
2. triple rooms-240 square feet (80 square feet per person) with 12 feet as the minimum horizontal dimension.

COMMENT: All of the cottages contain single rooms. Single rooms in cottages B1, B2, B3, B4, G2, W3, are 78 square feet. Single rooms in the maximum secure cottage B-5 are 61 square feet.

NOTE: ACA requires 70 sf and CYA requires 63 sf per youth.

A minimum floor-to-ceiling height of 8 feet 6 inches is recommended. Each bedroom should be provided with a built-in picture rail that runs around the room, and a window. The latter should not have bars, but be glazed with tempered glass or plastic. Equipment should include the following moveable items:

1. standard twin sized bed and mattress;
2. chest of drawers;
3. writing desk and chair;
4. large chair;
5. tackboards that can be suspended from the picture rail; and
6. clothes closet (a small fixture that can be part of the chest of drawers).

- C. Indoor leisure areas. The spaces should include a gymnasium area; quiet rooms which can be used for discussions, reading, or visiting; and areas containing television, radio, ping pong, and music equipment. The activity rooms should be furnished and decorated as in a private home including rugs, pictures, lounge chairs, etc.
- D. Dining room. The seating capacity of the room should be able to accommodate all of the children and staff present in the facility in one sitting. At least 15 square feet of floor space for each person should be provided.

The room should be designed so that the diners may either:

1. be served at the table with the food brought from the kitchen; or
2. use a self-service system.

There should be a distinct separation between kitchen and dining room to allow the latter to be used for other purposes, such as for meetings or parties, as a classroom, for homework, or for movies.

- E. Kitchen and food areas. The kitchen should be located adjacent to the dining room. The kitchen area should contain at least 150 square feet for food preparation, 200 square feet for food storage, 100 square feet for scullery, and basement refrigeration and food storage of 250 square feet.
- F. Library. Books, newspapers, and magazine storage and display shelves are needed, as well as a worktable, some easy chairs, and one carrel per seven youths.

COMMENT: Within the administration building there is a room which was designated as the library. Today there are very limited resources and the library is off limits to the residents. There is some reading material in each dayroom but it is very limited material.

- G. Academic education spaces. Classroom space should be provided at a rate of 30 square feet per youth and 160 square feet per teacher. The latter should have a workshop and a storage closet. The library space can be used for classwork or tutorials.

COMMENT: Within each cottage there is one classroom which is 375 square feet which would allow 12 youth (375 SF /30SF/youth) which is not enough floor space for the 20 youths in a cottage. There is no area for teacher preparation near the classroom.

- H. Exterior activity areas. Approximately one acre of open space is suggested for a twenty-bed facility.
- I. Storage. Centralized storage space should be provided for:
1. residents' clothing, luggage, and other effects not in continuous use. The amount of space assigned for this purpose should be 20 cubic feet per youth.

COMMENT: It is difficult to define how much space has been designated for personal storage. Some of the storage is in the receiving unit where a dorm was converted to a storage room. Valued property, such as cash and jewelry has been stored in a vault under a stairwell in the administration building. Based on the requirement of 20 cubic feet per youth there would need to be at least 2560 cubic feet for storage (128 youth X 20 cubic feet =2560 cubic feet). There does not appear to be this amount of personal storage in the facility.

2. food storage (dry, vegetable and frozen goods) 2000 cubic feet;
 3. linen storage, 1600 cubic feet;
 4. supplies, 1600 cubic feet;
 5. recreational equipment, 1200 cubic feet; and
 6. general, 2000 cubic feet.
- J. Medical space. The facility may have a room set aside solely for medical purposes. There should only be equipment for the treatment of minor medical emergencies that can be handled by staff. Medical examinations should be conducted in this room. Youths requiring isolation for medical reasons should be confined to their own rooms, unless the situation is sufficiently severe to require the resources of a hospital.

- K. Bathrooms. It is suggested that each bedroom be provided with a vitreous china toilet and wash basin. The fixtures should be in a separate cubicle, adjacent to the bedroom, and have a curtain or door for privacy. In addition, there should be toilet facilities that open off the recreation areas.

Showers and baths should be provided at the rate of one fixture per three or four residents. Male and female residents should have separate facilities. Each fixture should be located in a separate cubicle. Sufficient hot water should be provided for each child to have a bath or shower every day. Drinking fountains should be provided in common areas.

COMMENT: Cottages B1, B2, B3, B4, G2, W3, do not have a toilet/lavatory fixture in each bedroom. Facilities are provided at a central location within each cottage. Youths must ask staff for permission to use the toilet. Cottage B- 5 does have a toilet in each bedroom with a common shower and bath centrally located. Showers provide one fixture per 5 youths within each cottage.

6.17 Fixtures

Built-in fixtures such as doors, locks, and windows should be domestic in character and encourage normalization.

Commentary

- A. Doors. Exit doors to the facility should be of metal, with metal frames, of the heavy duty security type. All other doors, except those in bathrooms, should be of standard solid-core wood construction. Doors to toilets should be of standard metal construction. Bedroom doors may be provided with viewing panels. Bedroom doors should open into the bedroom to avoid expensive special locks required for outward opening doors.

COMMENT: Wood doors with sheet metal skins on the room side & view panels are installed. However, the room door swings out and not into the room.

- B. Locks. Locks should be master-keyed.
1. Each bedroom door should have a simple latch lock on the inside. This may be used by the resident for privacy or protection. To permit staff to open the door, the lock on the outside of the door should be operable by a key which overrides the interior latch. Residents may also be given keys to lock their rooms. These would not open any other doors.

COMMENT: Keys are not issued to residents and youths cannot lock their door from the inside.

2. No locks should be placed on doors leading to:
 - a. recreation areas; or
 - b. general toilet facilities and bathrooms.

COMMENT: Interior activity spaces are accessible to the residents once they are released from their bedroom. Doors leading to outdoor recreation are locked. A youth must ask permission to use the recreation area.

3. Locks should be provided in the following places:
 - a. doors to toilet stalls (these should be capable of being locked from the inside by a latch device with an exterior override keyhole for staff);
 - b. rooms with lockers for the deposit of personal effects should the residents not wish to keep them in their possession;

COMMENT: Personal lockers for each youth have not been provided on each unit. There is only the general storage in the receiving unit.

- c. storage for knives and cutlery;
 - d. storage for records and other confidential material;
 - e. medication and medical equipment lockers;
 - f. evidence locker;
 - g. outside doors and gates; and
 - h. staff lockers and visitors' weapons lockers (police)
- C. Windows. Each sleeping room should have a window at least one-twelfth the floor area in size. It should be fitted with a fireproof shade or curtains to control the light. The sill height and window shape should be domestic in character. To provide security against unauthorized departures from the facility without resorting to bars or screens, and in a manner which does not unnecessarily emphasize the secure nature of the residence, it is recommended that the building be air conditioned. If this is not possible, a window with opening units 1 foot wide, having a center pivot (6 inch opening on each side), can be used. This will not require bars or have the appearance of a security window.
- D. Lighting. The lighting inside the facility should be decorative and conform to the style and design of a private residence. In sleeping rooms, there should be a central light fixture providing adequate general light and a more intense light for reading, writing, and craft work. There should be a light switch in the bedroom. Hallway lights and lights in other common areas may be kept at a low level of luminosity during the night.

COMMENT: Lighting within each cottage bedroom is provided by a single ceiling fixture. Except the B-5 cottage which has the fixture located in the common corridor which allows only borrowed light to filter through the door view panel to each room. Additional light fixtures for reading have not been provided and none of the bedrooms have separate light switches. All lighting is controlled by the staff.

- E. Heating and ventilation. Some control of the heating and ventilation system should be provided within each sleeping room by providing operable window sashes or a ventilation panel.

COMMENT: Bedroom heating is provided by radiant heat pipes located in the floor. There is no individual control for heating. Ventilation is provided by using operable window's in each bedroom, except for B-5 which has a fixed glass block window in the bedroom.

- F. Fire safety equipment and procedures. The advice of the local fire department should be sought to ensure optimum fire safety. There should be a sufficient number of emergency exits to allow rapid departure of all persons in the facility in the event of fire or other emergency. The emergency exists should be clearly marked.

G - SEISMIC ANALYSIS

SEISMIC INFORMATION

General

Two major active faults in the San Francisco Bay Area may cause major earthquakes of a similar intensity as experienced during the 1906 earthquake in San Francisco. The San Andreas Fault crosses San Francisco in the north-south direction, and the Hayward Fault is located in the East Bay.

The Youth Guidance Center is located approximately five miles easterly of the San Andreas Fault and about 16 miles westerly of the Hayward Fault. The proximity to the San Andreas Fault indicates that for any given recurrence interval an earthquake caused by the San Andreas Fault would be much more severe for the Youth Guidance Center than an earthquake caused by the Hayward Fault or other major faults in the Bay Area. Estimated recurrence interval in years are as follows:

Earthquake magnitude on the Richter scale	Estimated recurrence in years
8-1/2	500 to 1000
7-1/2	60 to 150
7	50 to 100
6-1/2	25 to 50
5-1/2	5 to 10

The magnitude of the San Francisco Earthquake is estimated as 8 to 8-1/4 on the Richter scale. Predictions are, that the Bay Area will experience an earthquake of a magnitude of 7 or larger on the Richter scale within 30 to 50 years.

Behavior of Buildings in an Earthquake

It is difficult to predict how a building will perform during an earthquake. Some of the major parameters influencing the performance are:

- a Distance from causative fault.
- b Strength and duration of earthquake.
- c Soil profile: Depth of soil to bedrock, density of soil.
- d Structural system.

Structural System

The performance of a structure is strongly influenced by the structural system used. Of major importance are:

- a Material used.
- b Lateral load resisting system.
- c Symmetry of plan and lateral load resisting elements.
- d Vertical continuity of lateral load systems.
- e Continuity of horizontal diaphragms.

Lateral Load Resisting System

There are many systems capable of resisting seismic forces. For buildings there are generally four systems of major importance. These are addressed specifically by the building codes.

- a Ductile moment resisting space frames, usually in steel or concrete.
- b Moment resisting frames, usually in steel or concrete.
- c Diagonally braced frames, usually in steel.
- d Shear wall structures, usually in concrete, reinforced masonry or plywood.

Within reason, some systems may be combined to better control performance.

General

The primary function of a building code is to provide minimum standards to assure public safety. Requirements contained in such codes are intended to safeguard against major failures and loss of life. More specifically with regard to earthquakes, structures designed in conformance with the provisions and principles set forth therein should be able to:

- a Resist minor earthquakes without damage;
- b Resist moderate earthquakes without structural damage, but with some nonstructural damage;
- c Resist major earthquakes, of the intensity of severity of the strongest experienced in California, without collapse, but with some structural as well as nonstructural damage.

In most structures it is expected that structural damage, even in a major earthquake, could be limited to repairable damage. This, however, depends upon a number of factors, including the type of construction selected for the structure.

Method of Analysis

The structures will be analyzed using the present San Francisco Code provisions for existing or new buildings. Wind is not a governing factor. The analysis is controlled by the seismic code. There are three methods presently available to analyze a structure for seismic events.

- a Static Lateral Load Analysis
An equivalent lateral load is computed, acting on the various floor or roof elevations. The mass distribution and the dynamic properties of the structure are taken into account. Generally, only the fundamental or first period of the structure is evaluated. The lateral load is modified according to the structural system of the building and the importance of the structure.

b Mode Superposition

The dynamic properties are evaluated, generally taking several modes into account. Using a response spectrum, a lateral load is computed for the various modes used. The components of the various mode responses are added, using the square root of the sum of the squared responses. To get reliable answers the response spectra should be specified by a Soil Engineer.

c A Time History Analysis Using Discrete Time Steps

This is probably the most exact analysis. However, it is time consuming and very expensive. Unless a good earthquake record is available for a particular site, it may not be much better than method b. This particular type of analysis is seldom used for buildings.

To analyze the structures, of the Youth Guidance center, the type "a" method, or the static lateral load analysis will be used. Member forces are computed using the ETABS Computer Program for the Administration Building and the Portland Cement Association method, "Analysis of Small Reinforced Concrete Structures for Earthquake Forces" for all the other structures. The member forces will be compared with the allowable or permissible member forces of the existing structure.

The San Francisco Code has two formulas to compute the equivalent lateral load from seismic events. One based on the 1979 Uniform Building Code for new buildings, and one for evaluation of existing buildings based on the San Francisco Code, Section 2313.

The formulas are as follows:

a 1979 UBC $V = Z \times I \times K \times C \times S \times W$

b S.F. Code Exist. Struct. $V = K \times C \times W$
For a one or two-story building C shall not be less than .10

V = Total equivalent lateral load

Z = Zone Factor (Seismic Zone 4) Factor = 1

I = Importance Factor (less than 300 persons in any one room) = 1

K = Framing System Factor, shear wall structure (box system) =
1.33

C = Structural Response Factor to be evaluated

T = Fundamental Building Period to be evaluated

S = Soil Factor 1.5

W = Weight of Building

The factor Z is automatically inherited in Formula b for San Francisco. The main difference between Formula a and b is in the inclusion of an importance and soil factor. This automatically increases a over b by a factor of 1.5. It is questionable if the C in Formula b is meant to be a minimum of .1. Older codes specify C for one and two story structures to be .1.

Using all the terms in the formulas except W and have it called the load factor (LF) then the formula takes on the following form:

$$V = LF \times W$$

or for new buildings:

$$V = .186 \times W$$

for existing structures:

$$V = .133 \times W$$

These are minimum recommended design forces. It is generally recognized that the demands on a structure are higher under a major earthquake. The safety of the structure will depend on its ductility, its ability to deform and absorb energy beyond the elastic material limit, or have some reserve strength. A structure which stays within the elastic material limit may experience a lateral load 1.5 to 2.5 larger than the minimum code design forces.

Glossary of Terms

Active Fault: A fault along which future surface displacement is possible, especially during the lifetime of the engineering project under consideration.

Duration: A qualitative or quantitative description of the length of time during which ground motion at a site exhibits certain characteristics such as being equal to or exceeding a specified level of acceleration such as 0.05g.

Exposure time: The period of time (for example, 50 years) that a structure is exposed to the earthquake threat. The exposure time is sometimes related to the design lifetime of the structure.

Liquefaction: Temporary transformation of unconsolidated materials into a fluid mass.

Magnitude: A quantity characteristic of the total energy released by an earthquake. Professor C.F. Richter devised the logarithmic scale for local magnitude (M_l) in 1935. Magnitude is expressed in terms of the motion that would be measured by a standard type of seismograph located 100 km from the epicenter of an earthquake.

Seismic Zone: A generally large area within which seismic design requirements for structures are uniform.

Horizontal Diaphragms: Generally a roof, or floor slab designed to transmit seismic forces to the vertical elements of the seismic resisting system.

Special Detailing: Extra crossties or hoop reinforcing in columns and beams so that portion of the concrete is confined. Confinement restrains the concrete in the direction perpendicular to the applied stress.

Shear Wall: A wall designed to resist seismic forces acting in the plane (parallel) of the wall.

TYPES OF DISTRESS IN CONCRETE STRUCTURES

Cracking of Walls

Most of reinforced concrete structures have cracks to various degrees. Three major types of cracks are usually found on concrete walls:

- 1 Surface Cracks, called Type A cracks herein: The cracks do not extend through the structural member. They may be from 1 to 2 inches deep. Often they follow the reinforcing steel if placed too close to the surface. This type of cracking is usually the result of shrinkage in the concrete.

Strength implication: Generally none.

- 2 Cracks penetrating through structural walls, called herein Type B.1 for small or hairline cracks, or Type B.2 for larger cracks needing repair: The cracks are generally caused by stress due to shrinkage, creep or loading. Loading may be any one of the following or combination thereof, such as dead load, live load, wind or seismic forces. The cracking observed rule out dead or live load. Wind load is not a major load factor and can be ruled out too. The small wall cracks, as observed, are probably due to shrinkage or temperature changes. A major earthquake would result in much more severe cracking than was observed.

Strength implication

Small cracks: Generally none.

Large cracks due to
major seismic
load:

Would need extensive rehabilitation.

Other structural

implication: Moisture penetration as under 1
above.

- 3 Horizontal or vertical cracking or jointing at construction joints, called Type C cracking herein: If they are cracks and not just lines, they are caused by poor workmanship, such as laitance not removed, sawdust or other material left in place. Such joints can also be caused by aggregate segregation or insufficient consolidation of the wet concrete.

Structural implication:

Slipping during major seismic event requiring extensive rehabilitation. If the problem is severe enough, such as large accumulation of foreign material in joint or segregation of aggregates, then rehabilitation should be undertaken immediately.

Spalling

Moisture penetrating through the concrete will cause corrosion of the reinforcing steel. Rusting of the steel will expand the steel volume from 6 to 10 times, causing a prying action on the concrete. If the prying action is larger than the strength of the concrete, spalling will occur. Corrosion, if not treated properly, will result in the destruction of the reinforcing steel. In an adverse environment, such as marine structures in seawater or land-based structures close to shore, this type of corrosion may lead to complete destruction of a facility. Spalling is generally initiated by the cracking of concrete, concrete not dense enough or poor workmanship. The Youth Guidance Center is close enough to the ocean to be affected by windborne salt.

Structural implication:

Severe loss in strength of individual structural components or in extreme cases a whole structure may be destroyed.

Repair Methods

Cracks Type A

Generally no repair required. We recommend a good paint to seal the cracks.

Cracks Type B.1

With small cracks, no repair required. We recommend a good paint to seal the small cracks.

Cracks Type B.2

Larger cracks, which affect the strength of the structure, may be epoxy injected.

Cracks Type C

Clean out the joint by chipping. Repair concrete with gunite or epoxy grout.

Spalling

Remove all unsound concrete and expose reinforcing steel. The concrete has to be chipped to expose the steel at least three-quarters of an inch clear all around. If the steel has corroded to less than 75 percent of its original cross section, then new reinforcing steel has to be added. To restore the concrete, a large area may be gunited, for a small area it may be better to use an epoxy type dry pack.

H - REFERENCES

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I - CREDITS



CREDITS

San Francisco Juvenile Court

Daniel Weinstein
Supervising Judge

San Francisco Juvenile Probation Department
Dennis Sweeney
Chief Probation Officer

Judy Hogan
Byron Bray
Senior Supervising Probation Officers

NEEDS ASSESSMENT PLANNING TEAM

Jefferson Associates, Inc.

James D. Jefferson, Managing Principal
James Stroupe, Project Manager
Stan Gentle, Community Liaison

Community Research Associates

James Brown, Project Director
Joseph Thome, Project Coordinator

Patrick Sullivan Associates

Patrick Sullivan, Principal
Richard Van Anda, Project Architect

Gabriel-Roche, Inc.

Janet G. Roche, President
Mashariki Kurudisha, Consultant

Rudolf Fehr, P.E.

Rudolf Fehr, Principal

David K. Low and Associates, Inc.

David Low, Principal

BETA Associates

Jimmy Chan, Associate

CREDITS

Special Consultants

.Joseph R. Rowan
Juvenile and Criminal Justice, Inc.
Roseville, Minnesota

Jeff Mitchell, M.D.
University of Washington Medical School
Seattle, Washington

Charles J. Kehoe
Berrien County Juvenile Court
St. Joseph, Michigan

Robert B. Rutherford, Jr., Ph.D.
Arizona State University
Tempe, Arizona

SPECIAL ADVISOR

Henry Izumizaki
San Francisco Foundation

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YOUTH GUIDANCE CENTER WORKING COMMITTEE

Don Benz, Senior Supervising Probation Officer
Byron Bray, Senior Supervising Probation Officer
Gloria Burchard, Principal, Woodside Learning Center
Don Carlson, Director, Juvenile Hall
Ray Hearne, Black Employees Association
Stephen La Plante, Mayor's Special Investigator
Rich Perino, Probation Officers' Association
Peter Rodriguez, Assistant to Judge, Juvenile Court
Dr. Janet Shalwitz, Director, Adolescent Medicine
Nadia Stafford, Director, Probation Services

CITIZENS' ADVISORY COMMITTEE

James Bell, Youth Law Center
Raul Carter, Catholic Social Services
Margaret Brodkin, Coleman Advocates
Keith Choy, Chinatown Youth Center
Naomi Curtis, Mt. St. Joseph Home for Girls
Esperanza Echevarria, Instituto Familiar de la Raza
Rosetta Egan, Parent Representative
Michael Gonzales, Young Community Developers
Lefty Gordon, Ella Hill Hutch Community Center
Maurice James, Postal Street Academy
Randy Mecham, Youth Advocates
Barry Melton, San Francisco Bar Association
Cheryl Polk, Children Home Society
Jim Queen, Office of Children, Youth and Families
Georgia Quinones, Community Boards Program
Lucille Ramstetter, Coastline Community Advisory Board
Damon Rowden, Youth Representative
Mitch Salazar, Real Alternatives Program
Symeo Streeter, Youth Representative
George Suncin, Horizons Unlimited

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CITY AGENCIES

Department of Architecture
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